

Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Agenda

Town Council

Tuesday, March 10, 2026

6:00 PM

Council Chambers

I. Roll Call of Members.

II. Pledge of Allegiance.

III. Minutes to be Approved:

[CD 26-046](#) To approve the Minutes of the February 24, 2026 Council Special Meeting.

Attachments: [TC-MINUTES-ExecutiveSession-2-24-25-Draft](#)

[CD 26-047](#) To approve the Minutes of the February 24, 2026 Council meeting.

Attachments: [TC-MINUTES-2-24-2026-Draft](#)

IV. Adjustments to the Agenda.

VI. Public Participation.

The public is invited to address the Council on any item of business not on the agenda for tonight's meeting.

NOTE TO CITIZENS: Citizens have the right and are encouraged to speak during public participation regarding items not on the agenda, or regarding an item when it comes up on the agenda.

All comments and questions during public participation or on an agenda item must be directed to the Chair and be limited to not more than three (3) minutes per speaker; except that the Chair may grant another three (3) minutes at his/her discretion.

Anyone who has already addressed the Council during public participation, on an agenda item, or during a public hearing will be asked to wait until all others have spoken before being recognized a second time.

VII. Councilors' Comments.

VIII. PUBLIC HEARINGS.

[26-031](#)

To receive public comment and act on proposed amendments to Chapter 201 Stormwater Management Ordinance, Article II Post-Construction Stormwater Management of the Code of the Town of Windham §201-21A(3) to remove the certification from Appendix 1.

Attachments:

[26-031 Cover Sheet.pdf](#)

[Post-construction stormwater management compliance - Amend Feb 2026.pdf](#)

[Appendix 1 Stormwater Facilities Certification Form - proposed changes 2.10.26](#)

IX. CONSENT AGENDA.

None.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

26-033

WHEREAS, the year 2026 marks the 250th Anniversary of the founding of the United States of America, a milestone that invites reflection upon the nation's enduring commitment to liberty, democratic governance, and shared civic ideals;

WHEREAS, the Town of Windham proudly honors the service, dedication, and sacrifices of all Windham Veterans and of the men and women currently serving in the Armed Forces of the United States, whose courage has safeguarded the freedoms celebrated in this historic anniversary year;

WHEREAS, the Town further recognizes the invaluable contributions of the Windham Historical Society, whose ongoing work preserves the stories, artifacts, and collective memory that illuminate Windham's role in American history and enrich the community's understanding of its cultural heritage;

WHEREAS, the Town of Windham remains committed to encouraging civic participation, remembrance, and community celebration, especially during this significant national commemoration;

WHEREAS, Memorial Day provides a meaningful opportunity to honor those who gave their lives in service to the nation, and Windham residents are encouraged to gather in remembrance and gratitude during the Memorial Day Commemorations on May 25, 2026;

WHEREAS, Windham's annual Summerfest serves as a cherished community tradition that brings neighbors together in celebration, and the 2026 theme-'Celebrating Sun, Stars & Stripes'-offers a festive and unifying tribute to America's 250th Anniversary;

NOW, THEREFORE, BE IT RESOLVED by the Windham Town Council that the Town of Windham formally commemorates the 250th Anniversary of the United States of America, honors the courage and sacrifice of Windham's Veterans and active-duty Service Members, and expresses deep appreciation for the ongoing efforts of the Windham Historical Society in preserving the town's history;

BE IT FURTHER RESOLVED that the Windham Town Council invites and encourages all Windham residents to participate in the Memorial Day Commemorations on May 25, 2026, and to join together at Windham Summerfest on June 20, 2026, in celebration of community, history, and national heritage;

BE IT FURTHER RESOLVED that this resolution be entered into the official record of the Town of Windham and shared publicly in recognition of this significant moment in our nation's and our town's history.

Attachments: [Windham_250th_Resolution.pdf](#)

[26-034](#) To appoint Pierre Paradis, a staff member from the RSU 14 Katahdin Program, to the East Windham Steering Committee.

Attachments: [26-034 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge_adopted 1.27.2026.pdf](#)

[26-037](#) To appoint Catherine Miller to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

Attachments: [26-037 Cover Sheet.pdf](#)
[Library Board of Trustees ByLaws.pdf](#)

[26-038](#) To reappoint Chris McDonald to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

Attachments: [26-038 Cover Sheet.pdf](#)
[Zoning Board of Appeals Powers and duties.pdf](#)

[26-039](#) To reappoint Francesco Farinella to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

Attachments: [26-039 Cover Sheet.pdf](#)
[Zoning Board of Appeals Powers and duties.pdf](#)

XI. Council Correspondence.

[CD 26-038](#) Town Scholarship Program Advertisement.

Attachments: [Windham Eagle ad.pdf](#)

[CD 26-043](#) Code Enforcement & Planning - Growth & Development Reports.

Attachments: [Growth Permit Summary_3-2-2026.pdf](#)
[PlanningBoard_ResidentialPending_021926.pdf](#)

[CD 26-049](#) American Legion Field-Allen Post 148 Correspondence.

Attachments: [Memorial Day Events 2026.pdf](#)

[CD 26-050](#) Current Committee Vacancies and Membership List.

Attachments: [Committee Vacancies 3.5.2026.pdf](#)
[Committee List 2.24.2026.pdf](#)

[CD 26-054](#) Town Meeting Attendance History.

Attachments: [Town Meeting Attendance 2005-2025.pdf](#)

XII. Town Manager's Report.**XIII. Committee Reports.****A. Council Subcommittees.**

1. Appointments Committee.
2. Finance Committee.
3. Ordinance Committee.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Meetings occur the second Monday of each month.

2. Windham Economic Development Corporation.

3. Natural Resources Advisory Committee.

Meetings occur the third Wednesday of each month.

4. Greater Portland Council of Governments (GPCOG).

5. ecomaine.

The board meets the 3rd Thursday of each month.

6. Windham Middle School Repurpose Advisory Committee.

7. Forbes Lane Neighborhood Park ad hoc Committee.

XIV. Discussion Items.

[CD 26-037](#) Windham Active Transportation Plan. (Sebago Technics)

Attachments: [Windham Active Transportation Plan 2026 \(18MB\).pdf](#)

[CD 26-029](#) Parks & Recreation Department Update.

[CD 26-025](#) Proposed Community Center Update.

Barry Tibbetts, Project Manager, to present.

Attachments: [Presentation Council meeting March 10 2026 2.pdf](#)
[Windham Community Center Site Plan.pdf](#)
[Middle School Repurpose \(17 x 11 in\)-2.pdf](#)
[Q and A for community center DRAFT.pdf](#)

XV. Agendas & Scheduling.

XVI. ADJOURN.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-046

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Minutes

Agenda Number:

To approve the Minutes of the February 24, 2026 Council Special Meeting.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Draft

Town Council

Tuesday, February 24, 2026

5:30 PM

Council Chambers

Special Meeting - Executive Session.

I. Roll Call of Members.

Present: 7 - David Nadeau, Brett Jones, Mark Morrison, William Reiner, Margaret Terry, Douglas Fortier and Katie Cook

II. UNFINISHED BUSINESS & GENERAL ORDERS.

26-024

To enter into executive session in accordance with 1 MRS §405(6)(C) to discuss "the condition, acquisition or the use of real or personal property permanently attached to real property or interests therein or disposition of publicly held property or economic development only if premature disclosures of the information would prejudice the competitive or bargaining position of the body or agency and to meet with the town attorney for an update on legal matters in accordance with 1 MRS §405(6) (E).

Councilor Jones moved to enter into executive session, seconded by Councilor Fortier,

In Favor: 7-0

Councilor Jones moved to return from executive session, seconded by Councilor Fortier.

In Favor: 7-0

III. ADJOURN.

A motion was made by Councilor Jones, seconded by Councilor Fortier, that the be adjourned. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

Respectfully taken by:
Robert Burns
Town Manager



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-047

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Minutes

To approve the Minutes of the February 24, 2026 Council meeting.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Draft

Town Council

Tuesday, February 24, 2026

6:00 PM

Council Chambers

I. Roll Call of Members.

Present: 7 - David Nadeau, Brett Jones, Mark Morrison, William Reiner, Margaret Terry, Douglas Fortier and Katie Cook

II. Pledge of Allegiance.

Council-Chair Morrison led the Council in the Pledge of Allegiance.

III. Minutes to be Approved:

[CD 26-027](#) To approve the Minutes of the February 10, 2026 Council meeting.

Attachments: [TC-MINUTES-2-10-2026-Draft](#)

A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Minutes be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

IV. Adjustments to the Agenda.

VI. Public Participation.

There was no public participation.

VII. Councilors' Comments.

Vice-Council Chair Reiner spoke about an incident in which a resident arrived at Town Hall too late to complete a payment for a birthday party rental of the gym. Town Manager Robert Burns was able to contact Parks and Recreation Staff on a Friday to smooth everything out for them. He thanked the Town staff for consistently going above and beyond for residents.

VIII. PUBLIC HEARINGS.

[26-020](#) To receive public comment and act on an application submitted by Seacoast Park Inc. DBA Deckhouse Tavern located at 930 Roosevelt Trail for a renewal Special Amusement Permit.

Attachments: [26-020 Cover Sheet.pdf](#)

[DECKHOUSE SP-AM-APP-2026](#)

A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

IX. CONSENT AGENDA.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

26-019 To approve fees for services for the Fire-Rescue Department.

Attachments: [26-019 Cover Sheet.pdf](#)
[2-2026 Medical Billing Rate Adjustment Request.pdf](#)

Fire Chief Brent Libby and Shawn McPherson from Medical Reimbursement Services spoke to the council. Medical Reimbursement Services strictly handles rescue billing, including coding of transportation calls for insurance companies, and reviewing coding. They work for seventy different services across Maine and New Hampshire. They are a locally owned and operated business in Windham, and have been in operation since 1986.

Chief Libby stated that the State had a cap of fee increases at 5%, and that the Town had not raised fees since 2020.

Councilor Fortier asked if people's insurance covered much of the costs of transport, to which Chief Libby replied that it most often did not, but would vary by what residents have for insurance coverage. Those suffering from financial hardship can send in forms to apply for help in possible waving of fees.

Councilor Fortier also asked if there were any programs for senior citizens, to which Chief Libby replied there were not because there were strict rules regarding fee increases and reductions.

Councilor Terry asked Mr. McPherson if he could explain some of the codes used. He stated that the codes are written by insurance companies to differentiate services. For example, A0425 is for mileage from the patient's residence or place of injury to an emergency facility. A0429 is Basic Life Support; A0427 is Advanced Life Support; A0433 is for Advanced II, usually used in a cardiac emergency.

Councilor Morrison thought that the rate increase was comparably modest, to which Mr. McPherson replied they were bound by the 5% per year cap set by the State.

A motion was made by Councilor Nadeau, seconded by Councilor Jones, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-021 To amend the Investment Policy by adding detailed provisions related to endowment funds, a requirement to receive \$25,000 in stewardship funds for the East Windham Conservation Project from Land for Maine's Future, ensuring eligibility for this and future similar grant opportunities.

Attachments: [26-021 Cover Sheet.pdf](#)
[East Windham Conservation Project Stewardship.pdf](#)
[Investment Policy amendment markup.pdf](#)

Town Manager Robert Burns said that since this agenda item was created, the Town had since learned that they did not need to follow through with this requirement. He recommended that no action be taken on the item.

26-022 To approve a new Victualer's License application submitted by Dynamic Office d/b/a Blended.

Attachments: [26-022 Cover Sheet.pdf](#)
[Blended New Victualer 2-10-2026](#)

A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-025 To appoint Austin Coco, a member of the Natural Resources Advisory Committee, to the East Windham Steering Committee.

Attachments: [26-025 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-023 To refer the Town Manager's proposed budget for fiscal year 2026-2027 to the Town Council's Finance Committee for its review and recommendation.

Attachments: [26-023 Cover Sheet.pdf](#)
[Windham Budget FY27 TM Presentation.pdf](#)
[FY 27 Revenue Summary.pdf](#)
[FY 27 Expenditure Summary.pdf](#)

Manager Burns presented his budget to the council using keynote slides (attached to the minutes under 26-023). As the information is contained within the keynote, only clarifications and questions and answers will be written here.

He said this budget was being presented after two months of Herculean effort; he specially acknowledged Susan Rossignol and Levi Robinson in the Finance Department, and Administrative Assistant Tammy Hodgman for their help.

Councilor Jones asked if on the municipal side a flat budget was being proposed? Manager Burns replied that since revenue was down there would be a reasonable impact to the mill rate. Initial numbers indicate that if the valuation of the Town did not change

there would be a \$0.42 increase in the mill rate.

Councilor Morrison asked about the 13% reduction in revenues and what the primary drivers of that were. Manager Burns stated that there was a loss in carry-forward amounts. The Town does not have the luxury of utilizing past capital projects or unspent items from the past budget, and that those carry-forwards are considered revenues.

Councilor Morrison asked for the certified ratios in the table of comparative mill rates to be explained. When a valuation is conducted typically brings you up to 100% certification, the towns that choose not to do evaluations or make market adjustments for some time have lower ratio levels. Windham is at 100%, so in theory the assessed value of a property tends to be the market value. A town and its residents receive better tax breaks with a certified ratio over 100%. Councilor Reiner stated that the adjusted mill rate is the cleaner column as far as information.

Councilor Nadeau asked if our COLA increase projection was low compared to other towns. Manager Burns replied that the Town is in the median. Councilor Nadeau wanted to ensure that the Town stays competitive.

Under Small Capital Projects, Councilor Morrison asked Manager Burns what a "Knox Box changeover" is. Knox Boxes are little black boxes on the sides of commercial buildings that the fire department can use to access the keys for the building in an emergency. The current Knox Boxes will no longer be serviced by the company going out of business, so they must be replaced. The Town is looking for a 50/50 split with the businesses.

Manager Burns stated that the "used bucket truck" would be new to the Town, and that otherwise the Town would have to look for rentals in New Hampshire. Councilor Fortier affirmed the need for the truck.

Councilor Morrison asked if the Public Works Wash Bay was not currently operational. Manager Burns said that it was but that the upgrade would give it significant improvements. Councilor Fortier asked if it would eventually be hooked into the new sewer, to which Manager Burns said that it would and that it would greatly help.

Councilor Nadeau asked if the new ambulance was just the chassis or the box as well. Manager Burns replied that it would be both, but that it would be a good topic for the finance committee.

Councilor Terry asked if any heavy equipment could be rented to other towns. Manager Burns replied that in his experience the logistics of that could be complicated, and that a vehicle like the bucket truck would be used almost daily. He went on to say if it could be done it would be considered.

Councilor Terry asked if the Town was looking to increase the Windham Economic Development Corporation funds for this year, to which Manager Burns replied they were not.

Councilor Morrison thanked Manager Burns for a thorough presentation and the clarity with which he answered questions.

A motion was made by Councilor Nadeau, seconded by Councilor Jones, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-026 To approve one (1) application for the Kenison-Hooper Post 128, for a license to conduct Beano/Bingo at the Windham Veteran's Center located at 795 Roosevelt Trail from May 5, 2026, through October 27, 2026.

Attachments: [26-026 Cover Sheet.pdf](#)
[Kenison-Hooper Post 128 Bingo 2026](#)

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-027 To appoint David Foster to the Parks & Recreation Advisory Committee for a three-year term to expire August 15, 2029.

Attachments: [26-027 Cover Sheet.pdf](#)
[Parks and Recreation Advisory Committee Charge.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-028 To appoint David Foster, a member of the Parks & Recreation Advisory Committee, to the East Windham Steering Committee.

Attachments: [26-028 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-032 To appoint Brett Jones, a member of the Windham Drifters Snowmobile Club, to the East Windham Steering Committee.

Attachments: [26-032 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

A motion was made by Councilor Reiner, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

XI. Council Correspondence.

CD 26-023 FOAA Status Report.

Attachments: [Vista Drive Windham Falmouth line survey 2.10.2026.pdf](#)
[StarbridgeOpenPortal Purchase Records 1.1.2025 to current.pdf](#)

CD 26-030 Letter of Thanks - Agency Funding.

Attachments: [Sweetser - Funding Letter of Thanks.pdf](#)

CD 26-031 Seasonal Road Posting Date February 23, 2026.

Attachments: [2026 Annual Road Postings.pdf](#)

CD 26-036 Keddy Mill - Superfund Site - Update.

Attachments: [EPA Keddy Mill Superfund Site Update C Gray Email.pdf](#)
[Keddy Mill Superfund Site Update 2026.pdf](#)

CD 26-042 Planning Growth & Development Report.

Attachments: [PlanningBoard ResidentialPending 021926.pdf](#)

CD 26-044 Press Release: Cumberland County Adopts Smart911 Emergency Notification System.

Attachments: [Press Release- Smart911 Transition.pdf](#)

XII. Town Manager's Report.

Manager Burns said he had a good discussion with Tom Tyler, a Windham resident, Cumberland County Commissioner, former State Representative, and former President of the Sportsman's Alliance of Maine. They discussed the upcoming Cumberland County budget, and he is willing to come in to present to the council on March 28. Mr. Tyler is also interested in being the hunter appointee to the East Windham Conservation committee.

XIII. Committee Reports.**A. Council Subcommittees.**

1. Appointments Committee.

Has met and proposed the nominations that were approved at this meeting.

2. Finance Committee.

Met for two-and-a-half hours to look at present revenue and will soon meet to discuss the presented budget.

3. Ordinance Committee.

Met on the 18th and looked at the changes to the Town's ordinances that are required by Maine LD 1829. It is mandatory that these go to the Planning Board before they go to the Council, so they were sent there first.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Nothing to report.

2. Windham Economic Development Corporation.

Economic Development Director Tom Bartell put out an email about the upcoming Economic Development Councils of Maine forum on March 19. A few of the Councilors/Town staff will be attending. Director Bartell said that there would be upcoming meeting of the Maine Real Estate Development Association on Thursday. WEDC has held a booth there for thirty years. The Chamber of Commerce meeting will be held that evening as well. The EDCM will have information on opportunity zones and how they may effect Windham.

3. Natural Resources Advisory Committee.

Has not met in February.

4. Greater Portland Council of Governments (GPCOG).

Has not met.

5. ecomaine.

Has not met, but Manager Burns met with the director to find out more about his upcoming duties as treasurer.

6. WMS Repurpose Advisory Committee.

The February meeting was rescheduled to March.

7. Forbes Lane Neighborhood Park ad hoc Committee.

Had had a couple of meetings and conducted a survey with about 100 respondents. A site walk was held as well with residents voicing their input. In about three to four weeks they will make a formal presentation to the council.

XIV. Discussion Items.

[CD 26-032](#)

Charter Amendment - Proposed Change to Method of Voting at Town Meeting.

Attachments: [Charter excerpt May 27 2025 Council Discussion Item.pdf](#)
[Attorney Guidance June 12 2025 Council Discussion Item.pdf](#)
[Sample Ballot for Annual Town Budget Vote July 8 2025 Council Discussion Item.pdf](#)
[Timeline to Amend Charter.pdf](#)

[CD 26-024](#) 250th Anniversary of the Declaration of Independence or Semiquincentennial.
Memorial Day & Summerfest Celebration Considerations.

Attachments: [Windham 250th Resolution.pdf](#)

[CD 26-026](#) Library Department Update.

(Jenn Wood, Library Director)

[CD 26-041](#) Watershed Protection Efforts - Endorsement of Letter to Town of Gray.

Attachments: [Letter to Gray Watershed Protection.pdf](#)

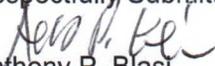
XV. Agendas & Scheduling.

XVI. ADJOURN.

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the be adjourned. The motion carried by the following vote:

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

Respectfully Submitted,


Anthony P. Blasi
Town Clerk, BA, CCM.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-031

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To receive public comment and act on proposed amendments to Chapter 201 Stormwater Management Ordinance, Article II Post-Construction Stormwater Management of the Code of the Town of Windham §201-21A(3) to remove the certification from Appendix 1.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town may enact reasonable by-laws, regulations and ordinances for municipal purposes pursuant to Article I, Section 2 of the Charter, and
- b. The Council has the authority to act as the legislative body of the Town pursuant to Article II, Section 3 (I) of the Charter.

III. Issue Summary.

Please see the attached materials.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

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Agenda Date: 3/10/2026

Version: 1

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File Type: Order

I. Council Action Requested.

To receive public comment and act on proposed amendments to Chapter 201 Stormwater Management Ordinance, Article II Post-Construction Stormwater Management of the Code of the Town of Windham §201-21A(3) to remove the certification from Appendix 1.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town may enact reasonable by-laws, regulations and ordinances for municipal purposes pursuant to Article I, Section 2 of the Charter, and
- b. The Council has the authority to act as the legislative body of the Town pursuant to Article II, Section 3 (I) of the Charter.

III. Issue Summary.

Please see the attached materials.

AMENDMENTS TO THE TOWN OF WINDHAM STORMWATER MANAGEMENT ORDINANCE

**ARTICLE II POST-CONSTRUCTION STORMWATER MANAGEMENT REGARDING CERTIFICATION
FORM**

§ 201-21A(3)

(3) A qualified third-party inspector hired by that person, shall, on or by June 1 of each year, provide a completed and signed certification to the enforcement authority in a form ~~identical to that attached as Appendix 1 to this article~~ **provided by the Town**, certifying that the person has inspected the stormwater management facilities and that they are adequately maintained and functioning as intended by approved post-construction stormwater management plan, or that they require maintenance or repair, describing any required maintenance and any deficiencies found during inspection of the stormwater management facilities, and, if the stormwater management facilities require maintenance or repair of deficiencies in order to function as intended by approved post-construction stormwater management plan, the person shall provide a record of the required maintenance or deficiency and corrective action(s) taken based on the timeline outlined in Subsection **A(2)(a)** and **(b)** above.

STORMWATER MANAGEMENT

201 Attachment 1

Town of Windham

Appendix 1

**Annual Stormwater Management Facilities Certification
(to be sent to Municipal Enforcement Authority)**

I, _____ (print or type name), certify the following:

1. I am making this annual stormwater management facilities certification for the following property: _____ (print or type name of subdivision, condominium or other development) located at _____ (print or type address), (the "property");
2. The owner, operator, tenant, lessee or homeowners' association of the property is: _____ [name(s) of owner, operator, tenant, lessee, homeowners' association or other party having control over the property];
3. I am the owner, operator, tenant, lessee or president of the homeowners' association, or am a qualified third-party inspector hired by the same (circle one);
4. I have knowledge of erosion and stormwater control and have reviewed the approved post-construction stormwater management plan for the property;
5. On _____, 20____, I inspected or had inspected by _____, a qualified third-party inspector, the stormwater management facilities, including but not limited to parking areas, catch basins, drainage swales, detention basins and ponds, pipes and related structures required by the approved post-construction stormwater management plan for the property;
6. At the time of my inspection of the stormwater management facilities on the property, I or the qualified third-party inspector identified the following need(s) for routine maintenance or deficiencies in the stormwater management facilities:

7. On _____, 20____, I took or had taken the following routine maintenance or the following corrective action(s) to address the deficiencies in the stormwater management facilities stated in 6 above:

WINDHAM CODE

8. As of the date of this certification, the stormwater management facilities are functioning as intended by the approved post-construction stormwater management plan for the property.

I, as the Qualified Post-Construction Stormwater Inspector, understand that I am to furnish a copy of all of my inspection report(s) to the Municipal Enforcement Authority.

Date: _____, 20_____

By: _____
Signature

Print Name

STATE OF MAINE _____, 20_____
_____, ss

~~Personally appeared the above named _____, the _____ of _____, and acknowledged the foregoing annual certification to be said person's free act and deed in said capacity.~~

~~Before me,~~

~~Notary Public/Attorney at Law~~

~~Print Name: _____~~

Commented [MW1]: Remove requirement for notarization of form.

Mail this certification to the Town of Windham at the following address:

**Office of Code Enforcement
Town of Windham
8 School Road
Windham, ME 04062**



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-033

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

WHEREAS, the year 2026 marks the 250th Anniversary of the founding of the United States of America, a milestone that invites reflection upon the nation's enduring commitment to liberty, democratic governance, and shared civic ideals;

WHEREAS, the Town of Windham proudly honors the service, dedication, and sacrifices of all Windham Veterans and of the men and women currently serving in the Armed Forces of the United States, whose courage has safeguarded the freedoms celebrated in this historic anniversary year;

WHEREAS, the Town further recognizes the invaluable contributions of the Windham Historical Society, whose ongoing work preserves the stories, artifacts, and collective memory that illuminate Windham's role in American history and enrich the community's understanding of its cultural heritage;

WHEREAS, the Town of Windham remains committed to encouraging civic participation, remembrance, and community celebration, especially during this significant national commemoration;

WHEREAS, Memorial Day provides a meaningful opportunity to honor those who gave their lives in service to the nation, and Windham residents are encouraged to gather in remembrance and gratitude during the Memorial Day Commemorations on May 25, 2026;

WHEREAS, Windham's annual Summerfest serves as a cherished community tradition that brings neighbors together in celebration, and the 2026 theme-'Celebrating Sun, Stars & Stripes'-offers a festive and unifying tribute to America's 250th Anniversary;

NOW, THEREFORE, BE IT RESOLVED by the Windham Town Council that the Town of Windham formally commemorates the 250th Anniversary of the United States of America, honors the courage and sacrifice of Windham's Veterans and active-duty Service Members, and expresses deep appreciation for the ongoing efforts of the Windham Historical Society in preserving the town's history;

BE IT FURTHER RESOLVED that the Windham Town Council invites and encourages all Windham residents to participate in the Memorial Day Commemorations on May 25, 2026, and to join together at Windham Summerfest on June 20, 2026, in celebration of

community, history, and national heritage;

BE IT FURTHER RESOLVED that this resolution be entered into the official record of the Town of Windham and shared publicly in recognition of this significant moment in our nation's and our town's history.

II. Basis for Council Action.

Council approval of this item is required because;

- a. Pursuant to Article II, Section 3(I) of the Charter, the Town Council shall "[e]xercise all the legislative, financial, borrowing and other powers now or hereafter given by statute to inhabitants of towns acting in Town Meeting except as otherwise provided herein, and also exercise all the powers now or hereafter given by statute to municipal officers of towns"

III. Issue Summary.

RESOLUTION 26-033

of the

TOWN COUNCIL



Town of Windham, Maine

RECOGNIZING AMERICA'S 250TH ANNIVERSARY AND HONORING WINDHAM VETERANS, SERVICE MEMBERS & HERITAGE

WHEREAS, the year 2026 marks the 250th Anniversary of the founding of the United States of America, a milestone that invites reflection upon the nation's enduring commitment to liberty, democratic governance, and shared civic ideals;

WHEREAS, the Town of Windham proudly honors the service, dedication, and sacrifices of all Windham Veterans and of the men and women currently serving in the Armed Forces of the United States, whose courage has safeguarded the freedoms celebrated in this historic anniversary year;

WHEREAS, the Town further recognizes the invaluable contributions of the Windham Historical Society, whose ongoing work preserves the stories, artifacts, and collective memory that illuminate Windham's role in American history and enrich the community's understanding of its cultural heritage;

WHEREAS, the Town of Windham remains committed to encouraging civic participation, remembrance, and community celebration, especially during this significant national commemoration;

WHEREAS, Memorial Day provides a meaningful opportunity to honor those who gave their lives in service to the nation, and Windham residents are encouraged to gather in remembrance and gratitude during the Memorial Day Commemorations on May 25, 2026;

WHEREAS, Windham's annual Summerfest serves as a cherished community tradition that brings neighbors together in celebration, and the 2026 theme—'Celebrating Sun, Stars & Stripes'—offers a festive and unifying tribute to America's 250th Anniversary;

NOW, THEREFORE, BE IT RESOLVED by the Windham Town Council that the Town of Windham formally commemorates the 250th Anniversary of the United States of America, honors the courage and sacrifice of Windham's Veterans and active-duty Service Members, and expresses deep appreciation for the ongoing efforts of the Windham Historical Society in preserving the town's history;

BE IT FURTHER RESOLVED that the Windham Town Council invites and encourages all Windham residents to participate in the Memorial Day Commemorations on May 25, 2026, and to join together at Windham Summerfest on June 20, 2026, in celebration of community, history, and national heritage;

BE IT FURTHER RESOLVED that this resolution be entered into the official record of the Town of Windham and shared publicly in recognition of this significant moment in our nation's and our town's history.

IN WITNESS WHEREOF we have hereunto set our hands and caused the Seal of the Town of Windham, Maine to be affixed on this 10th day of March 2026.

Town Council of the Town of Windham, Maine:

Mark Morrison, Chairman

William Reiner, Vice Chairman

David Nadeau, Parliamentarian

Douglas Fortier

Brett Jones

Katie Cook

Margaret Terry

Attest: Anthony P. Blasi, BA, CCM
Town Clerk



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-034

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Pierre Paradis, a staff member from the RSU 14 Katahdin Program, to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-034

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Pierre Paradis, a staff member from the RSU 14 Katahdin Program, to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

Steering Committee - East Windham

Purpose

The purpose of this committee is to guide the process towards creating a vision and management plan for the combined parcels that comprise the East Windham Conservation Area and the Lowell Preserve and to provide ongoing oversight of the maintenance of operation of the property.

Membership

The Committee shall consist of not fewer than seven (7) nor more than eleven (11) volunteers from local businesses, civic organizations, town government and the general population, and will work in cooperation with the Presumpscot Regional Land Trust (PRLT), and Town of Windham Director of Parks and Recreation, and other town employees designated to assist. Committee members shall not be required to be residents of the town, but be able to demonstrate a connection by residence, employment, business interest, or other civic and community organization affiliation. Committee members may include, but not be limited to, representatives of the following outdoor recreation, education, economic development, public health, and conservation interests:

1. Member of the Town Council
2. Windham Parks & Recreation Advisory Committee (1 member)
3. Windham Natural Resource Advisory Committee (1 member)
4. Windham Economic Development Corporation
5. Greater Portland Chapter of NEMBA
6. Windham Drifters Snowmobile Club
7. RSU14 Katahdin Program (1 staff member)
8. Little Duck Pond Road Association
9. One member of the public with interest and experience in hunting.
10. Up to 2 members of the public with interest and experience in hunting, trail running, hiking, education, public health, conservation and/or nature education. A preference will be given to those who have multiple interests previously referenced.

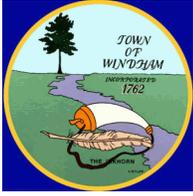
Meetings and Procedures

The committee shall select a Chair from its membership, which should not be the Town Council representative. The Chair shall have the authority to convene meetings of the Committee, which shall be conducted in accordance with Maine's Freedom of Access Law with due notice to its members. The committee shall adopt other such reasonable rules of procedure as may be necessary for the efficient conduct of its business while allowing for public accountability and due process.

Charge

It shall be the responsibility of the Committee to:

1. Seek public input and recommend a new name that unifies the shared character and use of property.
2. Develop an RFP and select a firm to assist in the establishment of a Master Plan to guide the Town and PRLT in the development and management of this property for the years to come.
3. Assist the selected firm in the development of the Master Plan
4. Present the recommended plan to the Town Council for adoption.
5. Meet at least once a year (or as needed) after the Master Plan has been adopted, to review the plan and progress, provide feedback to the Parks and Recreation Advisory Committee, and ensure the property continues to have broad collaboration.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-037

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

Agenda Number:

I. Council Action Requested.

To appoint Catherine Miller to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

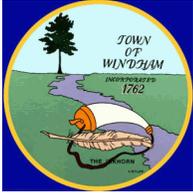
II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this reappointment.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-037

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

Agenda Number:

I. Council Action Requested.

To appoint Catherine Miller to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this reappointment.

**Windham Public Library
By-Laws of the Board of Trustees**

I. Purpose

The Library Trustees support the library by acting as an advisory board and setting library policy with the Library Director. They serve as a voice of the community regarding the desired direction and needs of the library.

II. Membership

1. The Board of Trustees shall consist of five members, appointed by the Town Council, serving staggered terms of three years. The Board of Trustees may submit nominees for appointment to it for consideration by the Council before the expiration of his or her term.
2. The Board of Trustees shall elect a Chairman and Secretary from its membership annually at the January meeting.
3. The Library Director is appointed by the Town Manager and serves on the board in an ex-officio capacity.

III. Meetings

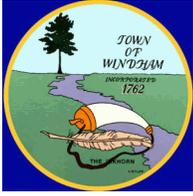
1. Meetings shall be held on the second Thursday of each month, except July and August, unless otherwise agreed upon.
2. Special meetings may be called by the Chairman, Secretary, or Library Director as the need arises.
3. Conduct of meetings: Approval of policy or support for issues will be based on general consensus of the board.
4. The Board may meet in executive session pursuant to the requirements of the Freedom of Access Law.

IV. Duties

1. Approve written policies to govern the operation, services, and programs of the library with input from the Director and staff.
2. Understand the needs of the library in relation to the community and keep up to date with library standards and trends.
3. Review and consult with the Library Director on the annual budget.

4. Be aware of local and state laws affecting libraries.
5. Attend Board meetings and ensure that accurate records are kept on file at the library.
6. Consider attending state, regional and national trustees meetings and workshops and affiliate with the appropriate professional organizations as needed.
7. Be aware of the services of the Maine State Library.
8. Consult with the Town Manager during the appointment of the Library Director
9. The Board may appoint advisory committees to further the work of the library.
10. Review patron concerns and material challenges as needed.
11. Review existing library services on a periodic basis and make recommendations to the Library Director.
12. Establish goals and objectives for the library with assistance from the Library Director.
13. Establish, as needed long range plans for library services. Assist Library Director.

Adopted by Town Council Order 19-090 on May 28, 2019



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-038

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

Agenda Number:

I. Council Action Requested.

To reappoint Chris McDonald to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this appointment.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-038

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

Agenda Number:

I. Council Action Requested.

To reappoint Chris McDonald to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this appointment.

Section 2. Powers and duties.

The Town shall have, exercise and enjoy all the rights, immunities, powers, privileges and franchises and shall be subject to all the duties, liabilities and obligations provided for herein, or otherwise, pertaining to or incumbent upon said Town as a municipal corporation or to the inhabitants or municipal authorities thereof; and may enact reasonable by-laws, regulations and ordinances for municipal purposes, not inconsistent with the Constitution and laws of the State of Maine, and impose penalties for the breach thereof, to be recovered for such uses as said by-laws, regulations or ordinances shall provide.

The administration of all the fiscal, prudential and municipal affairs of said Town, with the government thereof, except as otherwise provided by this Charter, shall be and is vested in one body of seven members, which shall constitute and be called the Town Council, all of whom shall be inhabitants of said Town, and shall be sworn in the manner hereinafter prescribed.

The Town may acquire property for any Town purpose, in fee simple or any lesser interest or estate, by purchase, gift, devise, lease, or condemnation and may sell, lease, mortgage, hold, manage and control such property as its interest may require.

In this Charter no mention of a particular power shall be construed to be exclusive or to restrict the scope of the powers which the Town would have if the particular power were not mentioned. The Charter shall be liberally construed to the end that the Town may have all the powers necessary or convenient for the conduct of its municipal affairs, including all powers the Town may assume pursuant to state laws and to the provisions of the State Constitution.

§ 120-1101. Establishment.

The Board of Appeals of the Town of Windham is established pursuant to the authority of 30-A M.R.S.A. § 2691.

§ 120-1102. Organization.

- A. The members of the Board shall be residents of the Town.
- B. The Board shall consist of five members. In addition, said Board shall have one alternate member who shall have all the rights of a full member, except said alternate may vote only in the absence of a full member.
- C. The term of each member shall be three years, except that initial appointment of members shall be made for one year, two years and three years respectively. In the event that a member is replaced prior to the expiration of his/her term, the replacement member shall commence a new three-year term.
- D. A member of the municipal officers, or his spouse, shall not be a member of the Board.
- E. When there is a vacancy, the municipal officers shall appoint a person to serve for the unexpired term.
- F. The Board shall elect a Chair and Vice Chair from its own membership. Elections shall be governed by the Board of Appeals bylaws.

- G. Any question of whether a particular issue involves a conflict of interest sufficient to disqualify a member from voting on that issue shall be decided by a majority vote of the Board members, excluding the member who is being challenged.
- H. The municipal officers may dismiss a member of the Board for cause before the member's term expires.
- I. A Secretary to the Board shall be appointed by the appropriate Town officials.

§ 120-1103. Procedure.

A. Meetings.

- (1) Regular meetings. The Board of Appeals shall meet at least once a month, unless no applications are pending.
- (2) Special meetings. The Chair shall also call meetings of the Board when requested to do so by a majority of the members or by the municipal officers, and at other times as called by the Chair.
- (3) Quorum. A quorum of the Board necessary to conduct an official Board meeting shall consist of at least three members.
- (4) Voting. A majority vote of the quorum is required to constitute an action (passage or denial) on any motion before the Board. Should a Board of Appeals member need to be recused due to a conflict once a quorum is established and a meeting is in session, the meeting may proceed and the Board of Appeals may take action on any motion before the Board with fewer than three voting members present. In this event, the applicant shall have the right to have a vote postponed to the next Board of Appeals meeting.
- (5) Evidence. The Board may receive any oral or documentary evidence but shall provide as a matter of policy for the exclusion of irrelevant, immaterial or unduly repetitious evidence. Every party has the right to present the party's case or defense by oral or documentary evidence, to submit rebuttal evidence and to conduct any cross-examination that is required for a full and true disclosure of the facts. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
- (6) All Board of Appeals meetings are public hearings.

B. Records.

- (1) The Secretary shall maintain a permanent record of all Board meetings and all correspondence of the Board.
- (2) The Secretary is responsible for maintaining those records which are required as part of the various proceedings which may be brought before the Board. Required records shall include the following:
 - (a) Transcript of testimony, if any, and exhibits, together with all papers and requests filed in the proceeding.

- (b) All decisions of the Board. Decisions shall include a statement of findings and conclusions, as well as the reasons or basis therefor, upon all the material issues of fact, law or discretion presented and the appropriate order, relief or denial thereof.
 - (3) All records to be maintained or prepared by the Secretary are public records.
 - (4) The records shall be filed in the municipal Clerk's office and may be inspected at reasonable times.
 - (5) Notice of any decision shall be mailed or hand delivered to the petitioner, his representative or agent within seven days of the Board's decision.
- C. Consulting and review fees.
- (1) If the Code Enforcement Officer determines that ordinary and customary expenses associated with review of the application are higher than the application fee set by the Town Council, then the applicant shall be billed and shall pay to the Town prior to final approval said expenses, including but not limited to costs associated with notification of abutters, advertising of public meetings, and staff time dedicated to review of the development.
 - (2) Consulting and review fees. Notwithstanding any other provision(s) of this chapter, Articles 1 through 12 (the "code"), to the contrary, and in addition to such fees as are otherwise specified by the code, the Town shall assess fees to cover 100% of its costs related to independent geotechnical, hydrologic, engineering, legal, and similar professional consulting services incurred in the review and post-approval inspections of site plan applications. Such fees shall be subject to the following limitations:
 - (a) Such fees shall only be as expressly provided by this § 120-1103C(2);
 - (b) The Board of Appeals or Code Enforcement Officer may request consulting services. Such consultation shall be limited to reasonable and necessary review, as allowed by the pertinent ordinance, which exceeds the expertise of Town staff or their ability to review the application materials within the time limits otherwise required by law or ordinance. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
 - (c) Such fees shall be assessed only to recover costs directly associated with review of the application submitted by the applicant to whom they are assessed.
 - (d) Such fees shall be reasonable in amount, based upon the consulting time involved and the complexity of the review.
 - (e) The results of the consultation for which such fees are assessed shall be available for public review, but such results shall be deemed to have been made solely for the benefit of the Town of Windham and shall remain its property, and such fees shall be assessed for the privilege of review and shall be payable without regard to consultation results or the outcome of the application.
 - (f) An escrow account shall be established with the Town by the applicant to guarantee payment if required by the Code Enforcement Officer or Board of

Appeals pursuant to this § 120-1103C(2). The original deposit shall be an amount specific to the application, as accorded in the Town's Fee Schedule.¹ If the balance in the escrow account shall be drawn down by 75%, the Town shall notify the applicant and require that an additional amount be deposited to cover the cost of remaining work before any such remaining work is undertaken. The Town shall continue to notify the applicant and require that any such additional amount(s) be deposited whenever the balance of the account is drawn down by 75% of the original deposit. Any excess amount deposited with the Town in advance shall be promptly refunded to the applicant after final action on the application.

- (g) Any dispute regarding the application of this § 120-1103C(2) or the amount required to be paid, either in advance or upon completion, may be appealed, in writing, within 10 days to the Town Manager. The Town Manager, after due notice and investigation and for good cause shown, may affirm, modify, or reverse the disputed decision or reduce the amount assessed.
- (h) In an effort to minimize the use of outside or independent consulting, the provisions of this § 120-1103C(2) shall be subject to the following additional limitations:

[1] The Code Enforcement Officer, based on his/her workload and in his/her sole discretion, may immediately refer to outside or independent consulting any major site plan. The Town shall charge for this review based on the billing rates of the retained consultant. The first four hours of the review shall be paid for with the project's application fee. Review work beyond the initial four hours shall be paid for with the escrow established in § 120-1103C(2)(f) above.

D. Public hearings.

- (1) The Board shall hold a public hearing for all appeals as prescribed herein.
 - (a) At least seven days before the hearing, the Code Enforcement Officer or his assistant shall notify, by mail, the owners of properties abutting the property for which the appeal or application is made. The owners of properties shall be considered to be the parties listed by the Assessor or those against whom those taxes are assessed.
 - (b) At least seven days prior to the hearing, notice of the hearing shall be placed at least twice in a newspaper of general circulation.
 - (c) Failure to receive this notice shall not invalidate the proceedings herein prescribed.
- (2) The applicant or his representative must appear before the Board to present the proposal and to answer questions.
- (3) Interested parties, such as adjacent property owners, will also be permitted to speak for

1. **Editor's Note: The current Fee Schedule established by the Town Council is on file at the Town Clerk's office and available on the Town website.**

or against the appeal.

- (4) The Code Enforcement Officer or his assistant shall attend all hearings and shall present to the Board all plans, photographs or other factual materials which are appropriate to an understanding of the case.
- E. Reconsideration. The Board may reconsider a decision if the following regulations are met:
- (1) A request to the Board to reconsider a decision must be filed within 10 days of the decision that is to be reconsidered.
 - (2) A vote to reconsider and the action taken on that reconsideration must occur and be completed within 45 days of the date of the vote on the original decision.
 - (3) The Board may conduct additional hearings and receive additional evidence and testimony.
 - (4) Notwithstanding this § 120-1103E, appeal of a reconsidered decision must be made within 15 days after the decision on reconsideration.
- F. Reapplication. After a decision has been made by the Board of Appeals, a new appeal of similar import shall not be entertained by the Board until one year shall have elapsed from the date of said decision, except that the Board may entertain a new appeal if the Board believes that, owing to a mistake of law or misunderstanding of fact, an injustice was done or it finds that a change has taken place in some essential aspect of the case sufficient to warrant a reconsideration of the appeal.
- G. Appeals of a Board decision. Any party may take an appeal, within 45 days of the date of the vote on the original decision, to Superior Court from any order, relief or denial in accordance with Maine Rules of Civil Procedure Rule 80B.

§ 120-1104. Jurisdiction.

In addition to the power granted by 30-A M.R.S.A. § 4353, the Board of Appeals shall have the following authority:

- A. Administrative appeal. Subject to the provisions of this chapter, to hear and decide appeals from orders, decisions, determinations or interpretations made by the Code Enforcement Officer. The hearing on all administrative appeals shall be de novo.
- B. Variance. Subject to the provisions of this chapter, to hear and grant or deny applications for variances from the terms of this chapter.
- C. Conditional use. To hear and grant or deny applications for conditional use permits in accordance with the provisions of § 120-516, Conditional use. (See Article 5, Performance Standards.)
- D. Nonconforming use. To hear and grant or deny the following applications:
 - (1) The expansion of a nonconforming nonresidential use in accordance with the provisions of § 120-203A(1).

- (2) The change of a nonconforming use in accordance with the provisions of § 120-203C.
- E. Home occupation. To hear and grant or deny applications for a home occupation 2 use in accordance with the provisions of § 120-528.

§ 120-1105. Administrative appeal.

- A. Any person and any municipal official or board of officials aggrieved by a decision of the Code Enforcement Officer may file an application with the Board of Appeals.
- B. Appeal deadline. An appeal of a decision made by the Code Enforcement Officer must be filed within 30 days of the date of the decision.
- C. Submission requirements:
 - (1) A complete application form.
 - (2) An application fee as established by the Town Council in the Town of Windham Fee Schedule.
 - (3) Location plan and site plan, if required by the Code Enforcement Officer or Board of Appeals.
 - (4) All required information must be submitted to the Town of Windham at least 14 days prior to the Board meeting at which the applicant wishes to be heard.

§ 120-1106. Variance.

- A. Standards applicable to all variances.
 - (1) Succession. Approved variances shall run with the land and thus pass from the owner of a property to the next owner of said property.
 - (2) Submission requirements:
 - (a) A complete application form.
 - (b) An application fee as established by the Town Council in the Town of Windham Fee Schedule.
 - (c) Location plan and site plan, if required by the Code Enforcement Officer or Board of Appeals.
 - (d) All required information must be submitted to the Town of Windham at least 14 days prior to the Board meeting at which the applicant wishes to be heard.
 - (3) The Board of Appeals shall require that attention be given to the following, wherever applicable:
 - (a) Location, character and natural features.
 - (b) Fencing and screening.

- (c) Landscaping, topography and natural drainage.
 - (d) Vehicular access, circulation and parking.
 - (e) Pedestrian circulation.
 - (f) Signs and lighting.
- (4) Prohibited variances. A use variance shall not be granted to permit a use or structure not specifically allowed as either a permitted use or conditional use in the applicable zoning district.
- (5) Conditions of approval. In granting a variance under this section, the Board of Appeals may impose such conditions as it deems necessary in furtherance of the intent and purpose of this chapter. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
- (6) (Reserved)²
- (7) Recording. If the Board grants a variance under this section, a certificate indicating the name of the current property owner, identifying the property by reference to the last recorded deed in its chain of title and indicating the fact that a variance, including any conditions on the variance, has been granted, and the date of the granting, shall be prepared in recordable form.
- (a) The applicant shall record this certificate in the Cumberland County Registry of Deeds within 90 days of the date of the final written approval of the variance, or the variance is void.
 - (b) A receipt from the Registry of Deeds containing the recording number must be provided to the Code Enforcement Department prior to the issuance of any building permits.
 - (c) For the purpose of this subsection, the date of the final written approval shall be the date stated on the written approval.
- B. Variance. Except as provided in § 120-1106C (Disability variance) or D (Variance from dimensional standards), the Board may grant a variance only when strict application of this chapter to the petitioner and the petitioner's property would cause undue hardship. The term "undue hardship," as used in this subsection, means:
- (1) That the land in question cannot yield a reasonable return unless the variance is granted;
 - (2) That the need for a variance is because of unique circumstances of the property (such as location of existing structures, topographical features, etc.) and not the general conditions of the neighborhood;
 - (3) That the granting of a variance will not change the essential character of the locality; and

2. Editor's Note: Former § 120-1106A(6), Sunset provision, was repealed 2-28-2023 by Order No. 23-035. This order also provided an effective date of March 30, 2023.

- (4) That the hardship is not the result of action taken by the current owner or a prior owner.
- C. Disability variance. The Board of Appeals may grant a variance to an owner of a dwelling for the purpose of making that dwelling accessible to a person with a disability who resides in or regularly uses the dwelling.
- (1) The Board shall restrict any variance granted under this subsection solely to the installation of equipment or the construction of structures necessary for access to or egress from the dwelling by the person with the disability.
 - (2) The Board may impose conditions on the variance, including, but not limited to:
 - (a) Limiting the variance to the duration of the disability; or
 - (b) Limiting the variance to the time that the person with the disability lives in the dwelling.
 - (3) For the purposes of this subsection, a "disability" has the same meaning as a physical or mental disability under 5 M.R.S.A. § 4553, and the term "structures necessary for access to or egress from the dwelling" is defined to include railing, wall or roof systems necessary for the safety or effectiveness of the structure. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
- D. Variance from dimensional standards.
- (1) The Board of Appeals may grant a variance from the dimensional standards of this chapter when strict application of this chapter to the petitioner and the petitioner's property would cause a practical difficulty and when the following conditions exist:
 - (a) The need for a variance is due to the unique circumstances of the property and not the general condition of the neighborhood;
 - (b) The granting of a variance will not produce an undesirable change in the character of the neighborhood and will not unreasonably detrimentally affect the use or market value of abutting properties;
 - (c) The practical difficulty is not the result of action taken by the petitioner or a prior owner;
 - (d) No other feasible alternative to a variance is available to the petitioner;
 - (e) The granting of a variance will not unreasonably adversely affect the natural environment;
 - (f) The property is not located in whole or in part within shoreland areas as described in 38 M.R.S.A. § 435; and
 - (g) The dimensional standard for which the variance is granted is limited to ordinance provisions relating to lot area, lot coverage, frontage or setback requirements.
 - (2) As used in this subsection, "dimensional standards" means and is limited to ordinance provisions relating to lot area, lot coverage, frontage and setback requirements.

- (3) As used in this subsection, "practical difficulty" means that the strict application of this chapter to the property precludes the ability of the petitioner to pursue a use permitted in the zoning district in which the property is located and results in significant economic injury to the petitioner.³

3. **Editor's Note: Original Sec. 1106D7, third paragraph, regarding the authority of municipalities to adopt additional limitations on the granting of variances, of the 1991 Code, which immediately followed this subsection, was repealed at time of adoption of Code (see Ch. 1, General Provisions, Art. I).**



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-039

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

Agenda Number:

I. Council Action Requested.

To reappoint Francesco Farinella to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this appointment.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

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Agenda Date: 3/10/2026

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III. Issue Summary.

The Appointments Committee recommended this appointment.

Section 2. Powers and duties.

The Town shall have, exercise and enjoy all the rights, immunities, powers, privileges and franchises and shall be subject to all the duties, liabilities and obligations provided for herein, or otherwise, pertaining to or incumbent upon said Town as a municipal corporation or to the inhabitants or municipal authorities thereof; and may enact reasonable by-laws, regulations and ordinances for municipal purposes, not inconsistent with the Constitution and laws of the State of Maine, and impose penalties for the breach thereof, to be recovered for such uses as said by-laws, regulations or ordinances shall provide.

The administration of all the fiscal, prudential and municipal affairs of said Town, with the government thereof, except as otherwise provided by this Charter, shall be and is vested in one body of seven members, which shall constitute and be called the Town Council, all of whom shall be inhabitants of said Town, and shall be sworn in the manner hereinafter prescribed.

The Town may acquire property for any Town purpose, in fee simple or any lesser interest or estate, by purchase, gift, devise, lease, or condemnation and may sell, lease, mortgage, hold, manage and control such property as its interest may require.

In this Charter no mention of a particular power shall be construed to be exclusive or to restrict the scope of the powers which the Town would have if the particular power were not mentioned. The Charter shall be liberally construed to the end that the Town may have all the powers necessary or convenient for the conduct of its municipal affairs, including all powers the Town may assume pursuant to state laws and to the provisions of the State Constitution.

§ 120-1101. Establishment.

The Board of Appeals of the Town of Windham is established pursuant to the authority of 30-A M.R.S.A. § 2691.

§ 120-1102. Organization.

- A. The members of the Board shall be residents of the Town.
- B. The Board shall consist of five members. In addition, said Board shall have one alternate member who shall have all the rights of a full member, except said alternate may vote only in the absence of a full member.
- C. The term of each member shall be three years, except that initial appointment of members shall be made for one year, two years and three years respectively. In the event that a member is replaced prior to the expiration of his/her term, the replacement member shall commence a new three-year term.
- D. A member of the municipal officers, or his spouse, shall not be a member of the Board.
- E. When there is a vacancy, the municipal officers shall appoint a person to serve for the unexpired term.
- F. The Board shall elect a Chair and Vice Chair from its own membership. Elections shall be governed by the Board of Appeals bylaws.

- G. Any question of whether a particular issue involves a conflict of interest sufficient to disqualify a member from voting on that issue shall be decided by a majority vote of the Board members, excluding the member who is being challenged.
- H. The municipal officers may dismiss a member of the Board for cause before the member's term expires.
- I. A Secretary to the Board shall be appointed by the appropriate Town officials.

§ 120-1103. Procedure.

A. Meetings.

- (1) Regular meetings. The Board of Appeals shall meet at least once a month, unless no applications are pending.
- (2) Special meetings. The Chair shall also call meetings of the Board when requested to do so by a majority of the members or by the municipal officers, and at other times as called by the Chair.
- (3) Quorum. A quorum of the Board necessary to conduct an official Board meeting shall consist of at least three members.
- (4) Voting. A majority vote of the quorum is required to constitute an action (passage or denial) on any motion before the Board. Should a Board of Appeals member need to be recused due to a conflict once a quorum is established and a meeting is in session, the meeting may proceed and the Board of Appeals may take action on any motion before the Board with fewer than three voting members present. In this event, the applicant shall have the right to have a vote postponed to the next Board of Appeals meeting.
- (5) Evidence. The Board may receive any oral or documentary evidence but shall provide as a matter of policy for the exclusion of irrelevant, immaterial or unduly repetitious evidence. Every party has the right to present the party's case or defense by oral or documentary evidence, to submit rebuttal evidence and to conduct any cross-examination that is required for a full and true disclosure of the facts. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
- (6) All Board of Appeals meetings are public hearings.

B. Records.

- (1) The Secretary shall maintain a permanent record of all Board meetings and all correspondence of the Board.
- (2) The Secretary is responsible for maintaining those records which are required as part of the various proceedings which may be brought before the Board. Required records shall include the following:
 - (a) Transcript of testimony, if any, and exhibits, together with all papers and requests filed in the proceeding.

- (b) All decisions of the Board. Decisions shall include a statement of findings and conclusions, as well as the reasons or basis therefor, upon all the material issues of fact, law or discretion presented and the appropriate order, relief or denial thereof.
 - (3) All records to be maintained or prepared by the Secretary are public records.
 - (4) The records shall be filed in the municipal Clerk's office and may be inspected at reasonable times.
 - (5) Notice of any decision shall be mailed or hand delivered to the petitioner, his representative or agent within seven days of the Board's decision.
- C. Consulting and review fees.
- (1) If the Code Enforcement Officer determines that ordinary and customary expenses associated with review of the application are higher than the application fee set by the Town Council, then the applicant shall be billed and shall pay to the Town prior to final approval said expenses, including but not limited to costs associated with notification of abutters, advertising of public meetings, and staff time dedicated to review of the development.
 - (2) Consulting and review fees. Notwithstanding any other provision(s) of this chapter, Articles 1 through 12 (the "code"), to the contrary, and in addition to such fees as are otherwise specified by the code, the Town shall assess fees to cover 100% of its costs related to independent geotechnical, hydrologic, engineering, legal, and similar professional consulting services incurred in the review and post-approval inspections of site plan applications. Such fees shall be subject to the following limitations:
 - (a) Such fees shall only be as expressly provided by this § 120-1103C(2);
 - (b) The Board of Appeals or Code Enforcement Officer may request consulting services. Such consultation shall be limited to reasonable and necessary review, as allowed by the pertinent ordinance, which exceeds the expertise of Town staff or their ability to review the application materials within the time limits otherwise required by law or ordinance. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
 - (c) Such fees shall be assessed only to recover costs directly associated with review of the application submitted by the applicant to whom they are assessed.
 - (d) Such fees shall be reasonable in amount, based upon the consulting time involved and the complexity of the review.
 - (e) The results of the consultation for which such fees are assessed shall be available for public review, but such results shall be deemed to have been made solely for the benefit of the Town of Windham and shall remain its property, and such fees shall be assessed for the privilege of review and shall be payable without regard to consultation results or the outcome of the application.
 - (f) An escrow account shall be established with the Town by the applicant to guarantee payment if required by the Code Enforcement Officer or Board of

Appeals pursuant to this § 120-1103C(2). The original deposit shall be an amount specific to the application, as accorded in the Town's Fee Schedule.¹ If the balance in the escrow account shall be drawn down by 75%, the Town shall notify the applicant and require that an additional amount be deposited to cover the cost of remaining work before any such remaining work is undertaken. The Town shall continue to notify the applicant and require that any such additional amount(s) be deposited whenever the balance of the account is drawn down by 75% of the original deposit. Any excess amount deposited with the Town in advance shall be promptly refunded to the applicant after final action on the application.

- (g) Any dispute regarding the application of this § 120-1103C(2) or the amount required to be paid, either in advance or upon completion, may be appealed, in writing, within 10 days to the Town Manager. The Town Manager, after due notice and investigation and for good cause shown, may affirm, modify, or reverse the disputed decision or reduce the amount assessed.
- (h) In an effort to minimize the use of outside or independent consulting, the provisions of this § 120-1103C(2) shall be subject to the following additional limitations:

[1] The Code Enforcement Officer, based on his/her workload and in his/her sole discretion, may immediately refer to outside or independent consulting any major site plan. The Town shall charge for this review based on the billing rates of the retained consultant. The first four hours of the review shall be paid for with the project's application fee. Review work beyond the initial four hours shall be paid for with the escrow established in § 120-1103C(2)(f) above.

D. Public hearings.

- (1) The Board shall hold a public hearing for all appeals as prescribed herein.
 - (a) At least seven days before the hearing, the Code Enforcement Officer or his assistant shall notify, by mail, the owners of properties abutting the property for which the appeal or application is made. The owners of properties shall be considered to be the parties listed by the Assessor or those against whom those taxes are assessed.
 - (b) At least seven days prior to the hearing, notice of the hearing shall be placed at least twice in a newspaper of general circulation.
 - (c) Failure to receive this notice shall not invalidate the proceedings herein prescribed.
- (2) The applicant or his representative must appear before the Board to present the proposal and to answer questions.
- (3) Interested parties, such as adjacent property owners, will also be permitted to speak for

1. **Editor's Note: The current Fee Schedule established by the Town Council is on file at the Town Clerk's office and available on the Town website.**

or against the appeal.

- (4) The Code Enforcement Officer or his assistant shall attend all hearings and shall present to the Board all plans, photographs or other factual materials which are appropriate to an understanding of the case.
- E. Reconsideration. The Board may reconsider a decision if the following regulations are met:
- (1) A request to the Board to reconsider a decision must be filed within 10 days of the decision that is to be reconsidered.
 - (2) A vote to reconsider and the action taken on that reconsideration must occur and be completed within 45 days of the date of the vote on the original decision.
 - (3) The Board may conduct additional hearings and receive additional evidence and testimony.
 - (4) Notwithstanding this § 120-1103E, appeal of a reconsidered decision must be made within 15 days after the decision on reconsideration.
- F. Reapplication. After a decision has been made by the Board of Appeals, a new appeal of similar import shall not be entertained by the Board until one year shall have elapsed from the date of said decision, except that the Board may entertain a new appeal if the Board believes that, owing to a mistake of law or misunderstanding of fact, an injustice was done or it finds that a change has taken place in some essential aspect of the case sufficient to warrant a reconsideration of the appeal.
- G. Appeals of a Board decision. Any party may take an appeal, within 45 days of the date of the vote on the original decision, to Superior Court from any order, relief or denial in accordance with Maine Rules of Civil Procedure Rule 80B.

§ 120-1104. Jurisdiction.

In addition to the power granted by 30-A M.R.S.A. § 4353, the Board of Appeals shall have the following authority:

- A. Administrative appeal. Subject to the provisions of this chapter, to hear and decide appeals from orders, decisions, determinations or interpretations made by the Code Enforcement Officer. The hearing on all administrative appeals shall be de novo.
- B. Variance. Subject to the provisions of this chapter, to hear and grant or deny applications for variances from the terms of this chapter.
- C. Conditional use. To hear and grant or deny applications for conditional use permits in accordance with the provisions of § 120-516, Conditional use. (See Article 5, Performance Standards.)
- D. Nonconforming use. To hear and grant or deny the following applications:
 - (1) The expansion of a nonconforming nonresidential use in accordance with the provisions of § 120-203A(1).

- (2) The change of a nonconforming use in accordance with the provisions of § 120-203C.
- E. Home occupation. To hear and grant or deny applications for a home occupation 2 use in accordance with the provisions of § 120-528.

§ 120-1105. Administrative appeal.

- A. Any person and any municipal official or board of officials aggrieved by a decision of the Code Enforcement Officer may file an application with the Board of Appeals.
- B. Appeal deadline. An appeal of a decision made by the Code Enforcement Officer must be filed within 30 days of the date of the decision.
- C. Submission requirements:
 - (1) A complete application form.
 - (2) An application fee as established by the Town Council in the Town of Windham Fee Schedule.
 - (3) Location plan and site plan, if required by the Code Enforcement Officer or Board of Appeals.
 - (4) All required information must be submitted to the Town of Windham at least 14 days prior to the Board meeting at which the applicant wishes to be heard.

§ 120-1106. Variance.

- A. Standards applicable to all variances.
 - (1) Succession. Approved variances shall run with the land and thus pass from the owner of a property to the next owner of said property.
 - (2) Submission requirements:
 - (a) A complete application form.
 - (b) An application fee as established by the Town Council in the Town of Windham Fee Schedule.
 - (c) Location plan and site plan, if required by the Code Enforcement Officer or Board of Appeals.
 - (d) All required information must be submitted to the Town of Windham at least 14 days prior to the Board meeting at which the applicant wishes to be heard.
 - (3) The Board of Appeals shall require that attention be given to the following, wherever applicable:
 - (a) Location, character and natural features.
 - (b) Fencing and screening.

- (c) Landscaping, topography and natural drainage.
 - (d) Vehicular access, circulation and parking.
 - (e) Pedestrian circulation.
 - (f) Signs and lighting.
- (4) Prohibited variances. A use variance shall not be granted to permit a use or structure not specifically allowed as either a permitted use or conditional use in the applicable zoning district.
- (5) Conditions of approval. In granting a variance under this section, the Board of Appeals may impose such conditions as it deems necessary in furtherance of the intent and purpose of this chapter. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
- (6) (Reserved)²
- (7) Recording. If the Board grants a variance under this section, a certificate indicating the name of the current property owner, identifying the property by reference to the last recorded deed in its chain of title and indicating the fact that a variance, including any conditions on the variance, has been granted, and the date of the granting, shall be prepared in recordable form.
- (a) The applicant shall record this certificate in the Cumberland County Registry of Deeds within 90 days of the date of the final written approval of the variance, or the variance is void.
 - (b) A receipt from the Registry of Deeds containing the recording number must be provided to the Code Enforcement Department prior to the issuance of any building permits.
 - (c) For the purpose of this subsection, the date of the final written approval shall be the date stated on the written approval.
- B. Variance. Except as provided in § 120-1106C (Disability variance) or D (Variance from dimensional standards), the Board may grant a variance only when strict application of this chapter to the petitioner and the petitioner's property would cause undue hardship. The term "undue hardship," as used in this subsection, means:
- (1) That the land in question cannot yield a reasonable return unless the variance is granted;
 - (2) That the need for a variance is because of unique circumstances of the property (such as location of existing structures, topographical features, etc.) and not the general conditions of the neighborhood;
 - (3) That the granting of a variance will not change the essential character of the locality; and

2. Editor's Note: Former § 120-1106A(6), Sunset provision, was repealed 2-28-2023 by Order No. 23-035. This order also provided an effective date of March 30, 2023.

- (4) That the hardship is not the result of action taken by the current owner or a prior owner.
- C. Disability variance. The Board of Appeals may grant a variance to an owner of a dwelling for the purpose of making that dwelling accessible to a person with a disability who resides in or regularly uses the dwelling.
- (1) The Board shall restrict any variance granted under this subsection solely to the installation of equipment or the construction of structures necessary for access to or egress from the dwelling by the person with the disability.
 - (2) The Board may impose conditions on the variance, including, but not limited to:
 - (a) Limiting the variance to the duration of the disability; or
 - (b) Limiting the variance to the time that the person with the disability lives in the dwelling.
 - (3) For the purposes of this subsection, a "disability" has the same meaning as a physical or mental disability under 5 M.R.S.A. § 4553, and the term "structures necessary for access to or egress from the dwelling" is defined to include railing, wall or roof systems necessary for the safety or effectiveness of the structure. **[Amended at time of adoption of Code (see Ch. 1, General Provisions, Art. I)]**
- D. Variance from dimensional standards.
- (1) The Board of Appeals may grant a variance from the dimensional standards of this chapter when strict application of this chapter to the petitioner and the petitioner's property would cause a practical difficulty and when the following conditions exist:
 - (a) The need for a variance is due to the unique circumstances of the property and not the general condition of the neighborhood;
 - (b) The granting of a variance will not produce an undesirable change in the character of the neighborhood and will not unreasonably detrimentally affect the use or market value of abutting properties;
 - (c) The practical difficulty is not the result of action taken by the petitioner or a prior owner;
 - (d) No other feasible alternative to a variance is available to the petitioner;
 - (e) The granting of a variance will not unreasonably adversely affect the natural environment;
 - (f) The property is not located in whole or in part within shoreland areas as described in 38 M.R.S.A. § 435; and
 - (g) The dimensional standard for which the variance is granted is limited to ordinance provisions relating to lot area, lot coverage, frontage or setback requirements.
 - (2) As used in this subsection, "dimensional standards" means and is limited to ordinance provisions relating to lot area, lot coverage, frontage and setback requirements.

- (3) As used in this subsection, "practical difficulty" means that the strict application of this chapter to the property precludes the ability of the petitioner to pursue a use permitted in the zoning district in which the property is located and results in significant economic injury to the petitioner.³

3. **Editor's Note: Original Sec. 1106D7, third paragraph, regarding the authority of municipalities to adopt additional limitations on the granting of variances, of the 1991 Code, which immediately followed this subsection, was repealed at time of adoption of Code (see Ch. 1, General Provisions, Art. I).**



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-038

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

Town Scholarship Program Advertisement.

2026 EDUCATIONAL SCHOLARSHIPS



***Two \$1,500 scholarships
available!***

Who Can Apply?

Windham residents who are:

- New high school graduates **OR**
- Currently enrolled students in a university, college, technical program, or trade school **OR**
- Residents seeking to improve their work skills through additional education or training

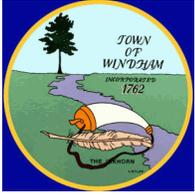
Learn more & download an
application at:

[www.windhammaine.us/
769/Town-Annual-
Educational-Scholarship](http://www.windhammaine.us/769/Town-Annual-Educational-Scholarship)
OR SCAN HERE →



**DEADLINE
APRIL 30TH**

Submit applications to the Town Manager's office
Attn: Tammy Hodgman, 8 School Road, Windham, ME 0406. **57**
or by email: tahodgman@windhammaine.us



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-043

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

Code Enforcement & Planning - Growth & Development Reports.



Town of Windham, Maine

Code Enforcement Department
8 School Road
Town Hall- Second Floor
Zoning- Building Inspections- Code Enforcement

Tel: (207) 894-5960 ext 1
Fax: (207) 892-1916
www.windhammaine.us

Memorandum

DATE: March 3, 2026
TO: Robert Burns, Town Manager
FROM: Jonathan Rioux, Code Enforcement Director
RE: Growth permit issued per category (year to date)

This memorandum provides an update on the current status of housing unit allocation and usage, referencing the specified limits for affordable housing and different growth zones. The data below summarizes the remaining units available for development in each category.

Current Housing Unit Status

| Category | Allowed Units | Units Used to Date | Balance Remaining |
|---------------------------|---------------|--------------------|-------------------|
| Affordable Housing | 19 | 0 | 19 |
| Single-Family Homes (SFH) | 78 | 7 | 71 |
| Multi-Family Allowed | 78 | 0 | 78 |
| Duplex Allowed | 28 | 28 | 0 |

Farm Zone Status

| Category | Allowed Units | Units Used to Date | Balance Remaining |
|-------------------|---------------|--------------------|-------------------|
| Farm Zone Allowed | 45 | 4 | 41 |

Key Takeaways:

- **Duplex** development has reached its **maximum limit carried over¹ from last calendar year**. No further permits can be issued in this category without a revision of the allowed units.
- **Multi-Family** and **Affordable Housing** represent the largest areas for potential growth, as neither category has seen any utilization to date.
- **SFH** and **Farm Zone** categories remain largely open, with 91.1% of their respective capacities still available.
- The total development potential across all categories is: $19+78+78+28 = 203$ **total units**

Note: The growth permits issued do not represent the actual number of dwelling units or structures built (certificate of occupancies issued) per Calendar year.

Footnote: ¹At the end of each calendar year, if the number of approved applications for growth permits exceeds the number of permits available for issuance from the annual allocation and Code Enforcement Officer's reserve pool, such approved applications shall remain pending into the next calendar year and shall retain their ranking according to the order in which they were approved as complete.

Planning Board Pending Residential Applications

| APP # | STATUS | Approval Date | PROJECT NAME | APPLICANT | MAP | LOT | LOCATION | APP TYPE | DESCRIPTION | SENIOR | AFFORDABLE | CONSVN | LOTS/ DWELLING UNITS | Growth Permit Exempt/ Reserve Pool Allocated | TYPE | Bedrooms | ZONE |
|-------|--|---------------|---|--|-----|--|------------------------------|---------------------------------|---|--------|------------|--------|----------------------------|--|--|---------------------------------------|------------|
| 24-15 | No PG | 5/20/2024 | Pettingill Pines Senior Affordable Housing | Developers Collaborative | 80 | 58 | Anglers Rd | Major Site Plan | The application is to construct a 2.5-story, 48-unit building with associated parking, utilities, stormwater management infrastructure, and landscaping improvements. The residents will be over the age of 55 and will meet income requirements for affordability. | Y | Y | N | 48 | 48 | 1 Multi-family | Studio (2), 1 bed (46) | F, RRCFO |
| 23-18 | Under Construction; No permits in-lieu of PG | 7/1/2024 | Windham Village Apartments | 770 Roosevelt Development, LLC | 70 | 1A | Tandberg Trl | Major Subdivision & Site Plan | 14-building 172-unit residential development with associated parking and infrastructure on 9.1 acres portion of Shaws property. 4 buildings (48 units) will be condo units to be sold. | N | N | N | 172 | 172 | 14 Multi-family (13 12-unit, 1 16-unit) | 1 bed (29), 2 bed (143) | C-1 |
| 24-13 | Under Construction; FD approved cistern install | 10/7/2024 | Cross Ridge Subdivision | PTG Properties Inc. | 22 | 20-5, 23-3, 23-3B, 23-6, 23-7, 23-8, 23-9, 23-10, 23-11, 23-12 | Lockland Dr and Flintlock Dr | Major Subdivision | The application is to create eight lots for single-family dwelling use. All lots will utilize existing private roadways for access, frontage and utilities. No new roadways or extensions are being proposed. | N | N | N | 8 | | 8 Single family | TBD | FR |
| 24-24 | No PG | 10/28/2024 | Andrew School Redevelopment | Westbrook Development Corp. | 37 | 24 | 55 High St | Major Subdivision & Site Plan | The application is a mixed-income development consisting of eighteen affordable apartments for senior housing, This project also includes associated parking areas, internal vehicular drive aisles, pedestrian pathways, a centralized open green space, and stormwater treatment area. | Y | Y | N | 18 | 18 | 4 Multi-family (3 4-unit, 1 6-unit) | 1 bed (18) | VC |
| 24-31 | Sketch 10/28/24. Prelim submitted 2/12/26 | In Review | Turning Leaf Heights | Gateway Development, LLC | 14 | 9-B | Turning Leaf Dr | Major Subdivision & Site Plan | This Application proposes a multifamily development consisting of three (3) buildings with 32 units each, two (2) buildings with 12 units each, and sixteen (16) duplex buildings for a total of 152 dwelling units. | N | N | N | 152 | 120 | 16 Two-family, 5 Multi-family (3 32-unit, 2 12-unit) | 1-bed (33), 2-bed (84), 3-bed (32) | C-1 |
| 19-16 | Under Construction; No permits in-lieu of PG | 6/9/2025 | The Cove at Highland Lake | 19 Roosevelt Trail, LLC | 7 | 66 | First Light Drive | Major Subdivision & Site Plan | The application is to amend the approval of The Cove at Highland Lake, a 60-unit retirement community initially approved by the Planning Board on March 8, 2021 and amended February 12, 2024, to add a condition of approval that in lieu of the furnishing of a performance guarantee no building permit will be issued for units 21-60 until all project improvements are complete. | Y | N | N | 40 | 40 | 6 Two-family, 7 Multi-family (7 4-unit) | 2-bed (60) | C-3, RCCFO |
| 24-25 | No PG | 9/8/2025 | Amended Andrew School Redevelopment - WDCJCS Subdivision | Great Falls Construction, Inc and Westbrook Development Corp | 37 | 24 | 55 High St | Amended Site Plan & Subdivision | The application is for 17 market-rate apartments in two buildings. The plan amends the October 28, 2024 approval by continuing the mixed-income development consisting of 18 affordable apartments for senior housing, to bring a new total of 35 units on the 2.39 acre property. The development will be served by public water and sewer. | N | N | N | 17 | | 2 Multi-family (1 5-unit, 1 12-unit) | 2 bed (17) | VC |
| 25-01 | Under Construction | 9/22/2025 | Dolley Farm Subdivision | 25 River Road, LLC | 5 | 25 | River Rd | Major Site Plan & Subdivision | The application is for a 42-unit residential Condominium development of a 32.8-acres property. The property is vacant land with an existing well serving the abutting property. The development will have an access driveway for the 44-unit condominium complex. | N | N | N | 42 | | 21 Two-family | 3 bed (44) | RM |
| 25-04 | Sketch 5/12/25 | In Review | Highland Cliff Conservation Subdivision | Kurt Christensen Custom Homes, Inc | 7 | 44 | Highland Cliff Rd | Major Subdivision | The application is to develop a 10-lot conservation subdivision with a minor private road 1,292 feet in length. Lots will range in size from 31,190 SF to 51,080 SF, with the remaining 15.14 acres as open space. Lots will be served by private subsurface wastewater disposal systems, drilled wells and underground utilities. | N | N | Y | 10 | | 10 Single family | TBD | F, SP |
| 25-06 | Under Construction | 7/14/2025 | Shepherd Lane Subdivision (former 421 Falmouth Road Condos) | Robie Holdings, LLC | 19 | 104, 90G | 421 Falmouth Rd | Major Subdivision & Site Plan | The application is for an 13-unit single-family residential condominium development of a 22.75 acre property. The development will have an access driveway and be served by public water, shared private wastewater disposal systems, and underground utilities. | N | N | N | 13 | | 13 Single family | 3 bed (13) | VR, F |
| 25-12 | Sketch 6/9/25, Site Walk 7/7/25, Sketch 2/23/26 | In Review | Webb Road Subdivision | Robie Holdings, LLC | 6 | 33 | Webb Rd & Read Rd | Major Subdivision | The application is for the development of a 5-lot conservation subdivision on a 21.43 acre property. Four lots will be served by a minor private road 400 feet in length, private wells, private wastewater disposal systems, and underground utilities and be provided with 4.69 acres of open space. Lot 5 is intended to be retained by the owner for a future phase of development. | N | N | Y | 5 | | 4 Single Family | TBD | F, RRCFO |
| 25-13 | Prelim Approved 7/14/25 | In Review | Franklin Drive Multifamily | New Gen Estates, LLC | 18 | 26-2-A02, 26-2-A03 | 20 Franklin Dr | Major Subdivision & Site Plan | The application is for 306 apartments in two buildings on a 7.88 acre property. This project also includes associated parking, internal vehicular drive aisles, and the construction of a public access trail to the adjacent Donnabeth Lippman Park. The development will be served by public water and sewer. | N | N | N | 306 | 306 | 2 Multi-family (2 156-unit) | 1-bed (186), 2-bed (120) | C-1 |
| 25-16 | Prelim Approved 11/24/25. Final scheduled 2/23/26 | In Review | Meredith Woods Subdivision | Meredith Way, LLC | 6 | 38-E02 | Meredith Dr | Major Subdivision | The application is to develop a 5-lot conservation subdivision with a paved minor private road 810 feet in length. Lots will range in size from 30,047 SF to 32,227 SF, with the remaining 16.86 acres as open space. Lots will be served by private subsurface wastewater disposal systems, public water and underground utilities. | N | N | Y | 5 | | 5 Single Family | TBD | F, SP |
| 25-17 | Sketch 7/14/25, Site Walk 10/25/25 | In Review | 209/211 Tandberg Trail Multifamily | Moon Apartments, LLC | 19C | 50C, 50D | 209 & 211 Tandberg Trl | Major Subdivision & Site Plan | The application is for the development of 10 apartments by the conversion of an existing mixed use building that has 2 existing dwellings and a former daycare at 211 Tandberg Trail to a create a 4-unit building, and constructing a new 8-unit multifamily dwelling. An existing 2 unit building at 209 Tanberg Trail will remain in place. | N | N | N | 10 | | 2 Multi-family (4-unit, 8-unit) | 2-bed (4), 3-bed (4) (4-unit bld TBD) | C-4 |
| 25-18 | Under Construction; No permits in-lieu of PG | 10/27/2025 | Marigold Lane Subdivision (former 250 Windham Center Road Condos) | Casco Bay Holdings, LLC | 12 | 52-A | 250 Windham Center Rd | Major Subdivision & Site Plan | The application is for a 6-unit residential development in 3 duplex buildings on a 3.26 acre property. The development will have an 400-foot private access driveway and be served by public water, private wastewater disposal systems, and underground utilities. | N | N | N | 6 | | 3 Two-Family | 3-bed (6) | WC |
| 25-19 | Sketch 7/28/25 | In Review | High Street Duplex Development | DWN Asset Management Inc | 38 | 1-D | High St | Minor Subdivision & Site Plan | The application is for the development of two (2) two-story duplex buildings. | N | N | N | 4 | | 2 Two-Family | TBD | VC |
| 25-27 | Sketch 11/24/25, Site Walk 12/13/25 | In Review | 100 River Road Subdivision | Row Even, LLC | 1 | 8, 8-1, 8-2, 9 | 100 River Road | Major Subdivision | The application is to develop a 17-lot conservation subdivision on 32 acres with a new road built to public standards. Lots will be 30,000 square feet, with the remaining 18.29 acres as open space. Lots will be served by private subsurface wastewater disposal systems, on-site wells and underground utilities. | N | N | Y | 17 | | 17 Single Family | TBD | F |
| | | | | | | | | | | | | | 818 | 704 | Totals Exclude Permitted Projects | | |

114 Units Requiring Growth Permits



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-049

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

American Legion Field-Allen Post 148 Correspondence.



The American Legion
 Field-Allen Post 148
 PO Box 1776
 Windham, Maine 04062



SERVING VETERANS FOR 88 YEARS: 1938-2026

Town Manager
 8 School Road
 Windham, Maine 04062

2/25/2026

Memorial Day 2026 Events for the Town of Windham

- Attached: (1). Post 148 Liability Policy coverage for Parade
 (2). Letter to Police Chief
 (3). Letter to Fire Department Chief
 (4). Letter to Town Economic Development
 (5). Letter to Town Public Works.

Dear Barry,

This is the official request approval to authorize the American Legion Field-Allen Post 148-Windham, to host the Town's Memorial Day Events for 2026. The Legion Staff has already been in contact with the Town staff in preparation for the Parade and the 250th Anniversary Celebration of the Nation.

The Field-Allen Post 148 is coordinating /supporting the Town's Memorial Day events to be held on Monday the 25th of May 2026 I anticipate that as in previous years, the parade will start at approx. 9 AM commencing at the Windham Town Hall, School Rd. then to Rt. 202 through the Windham Center Corner on to the Windham High School parking lot. The Post anticipates a crowd of 400 to 500 along the parade route. A Memorial Ceremony will follow, to be held at the Veteran's Memorial in front of the Windham High school at approx 10 AM following the parade termination at WHS

The following has been/will be completed:

1. Request and information letters have been sent to the Police Chief, Public Works Director, Economic Development, and Fire Dept. Chief, CC to the Town Manager (attached).
2. Request will also go out to the RSU 14 for the use of the Windham High School facilities.
3. The required number of Cemetery flags request has been forwarded under separate cover (seven gross) to Public Works. The Post placed over 985 last year. Flag holders will also need to be ordered.
4. Coordinate with Economic Development, Tom Bartell for advertisement and press coverage.
5. Send individual invitations to Town Council members.
6. The Post has Liability Insurance coverage for the WHS and the Town of Windham. . New policy is effective March 2026. (attached)

The Post Memorial Day committee looks forward to working with the Town again this year. Our collaboration has continued for over 30 years. I can meet with you or your assistant at your pleasure to discuss specifics.

David Tanguay, Adjutant
 207 892-1306
Dtanguay46@aol.com

CC: File

DEPARTMENT OF THE ARMY

The American Legion
Field Address 112
PO Box 112
Washington, D.C.

AMERICAN
LEGION

SEVEN VETERANS FOR NO VETERANS THIS YEAR

1952
1951
1950

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Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-050

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

Agenda Number:

Current Committee Vacancies and Membership List.

[Home](#) › [Government](#) › [Boards & Committees](#) › [Committee Vacancies](#)

Committee Vacancies

The following Council-Appointed boards and committees have vacant seats:

- [East Windham Steering Committee](#) (3) *New*
 - specifically one member with interest and experience in hunting
 - two members with interest and experience in hunting, trail running, hiking, education, public health, conservation and/or nature education. Preference given to those who have multiple interests.
- Natural Resources Advisory Committee (2)
- Planning Board, (1) regular and (1) alternate seat

Apply Now

Printed applications will be accepted in the Town Manager's office until all positions are filled. You may [download](#) an application or [submit one online](#). You may also request an application by calling 207-892-1907 and one will be faxed, emailed or mailed to you.

To apply:

<https://www.windhammaine.us/FormCenter/Boards-Committees-8/Town-of-Windham-Committee-Application-47>

Town Council-Appointed Committee List

Council-Appointed Committee Members as of 2/24/2026

Assessment Review Board

(5 members, 3-year term, Expires Feb. 15)

Gary Lytle – 2028
Peter Forbes – 2028
Shonn Moulton – 2028
David Foster – 2028
Magnus Dunning - 2028

East Windham Steering Committee

Doug Fortier (Council)
David Foster, Parks & Rec. Advisory
Austin Coco, Natural Resources Advisory
Vacancy, WEDC Member
Vacancy, Greater Portland NEMBA
Brett Jones, Windham Drifters Snowmobile Club
Vacancy, RSU14 Katahdin Program
Vacancy, Little Duck Pond Association
Vacancy, Community – Experienced Hunter
Vacancy, Community – Outdoor Enthusiast (2)

Forbes Lane Neighborhood Park ad hoc Committee

(Up to 6 members of community; 2 staff; sunset provision)

Mark Morrison (Council)
Amie Earley
David Joy
Lindsay Conrad
Megan Potter
Steve Clauson
Tena Linsbeck-Perron
Linda Brooks (Staff)
? (Staff)

Highland Lake Leadership

(Up to 3 members appointed by Windham; 2-year term)

David Nadeau (Council)
Mary Wicklund (Staff)
Barry Tibbetts, Town Manager (Staff, non-voting)

Library Board of Trustees

(5 members, 3-year term, Expires Feb. 15)

Claire Mullaney -- **2026**
Catherine Miller – **2026**
Bob Rosborough, Chair – **2026**
Elizabeth McDougall – 2028
Hal Inman – 2029

Natural Resources Advisory Committee

(7 members, 3-year term, Expires Aug. 15)

Katie Cook (Council)
Dennis Brown – 2027
Phil Spiller - 2027
Austin Coco – 2028

Mark Kinner – 2026
Susan Marean – 2028
(2) vacancies

North Windham Fire Station Repurpose Advisory Committee

Margaret Terry (Council)
David Nadeau (Council)
Bob Burns, Town Manager (non-voting member)
Barry Tibbetts, Project Manager (non-voting member)
Tom Bartell, WEDC Director (non-voting member)
Vacancy, WEDC Board Member
Vacancy, WEDC Board Member
Vacancy, WEDC Board Member
Brian Morin, Public Works Director (non-voting)
Steve Puleo, Planning Director (non-voting member)
Vacancy, St. Joseph's College Representative
Gerald Beaulieu, Community Member
Jason Allen, Community Member

Parks & Recreation Advisory Committee

(7 members, 3-year term, Expires Aug. 15)

Brett Jones (Council)
Jennie Butler -- 2028
Kayla Desmond -- 2027
Francesco Farinella – 2026
Debra Matthews – 2028
Matthew Irving – 2027
Megan Potter – 2028
David Foster - 2029

Planning Board (stipend offered)

(7 members and 1 alternate, 3-year term, Expires Feb. 15 or until replacement appointed)

Melissa Young – 2027
Kathleen Brown– 2027
Marge Govoni – 2028
Richard Yost – 2028
Evert Krikken – 2027
Patrick Roberts– 2028
Vacancy
Vacancy, alternate - 2028

Substance Prevention Grant Committee

(7 members, 2 Councilors, 3 members of Police Dept., 1 member from RSU#14 & 2 citizens)

Mark Morrison (Council)
Katie Cook (Council)
Justin Hudnor, CSO (Windham PD)
Lee Maher, SRO (Windham PD)
Robert Hamilton (Windham PD)
Mike Duffy -- 2026

Town Council-Appointed Committee List

Council-Appointed Committee Members as of 2/24/2026

Marge Govoni -- 2027
Phil Rossetti, RSU #14

Voter Registration Board

(One member nominated from each major political party appointed by Council for 3 years; one member, nominated by Clerk, appointed by Council for 4 years, serves as Chair, Expires Aug. 15)

Yvonne Meyer, Chair - 2029
Kristal Ash-Cuthbert (D) -- 2028
Phyllis Koenig Hall (R) -- 2028
Pat McKeen (D) – Alternate -- 2028
Sandra Tyler (R) – Alternate -- 2028

Windham Economic Development Corporation

(14 directors – up to 5 appointed by council to 2-yr terms, Expires Feb. 15)

Tom Bartell, Executive Director
Margaret Terry (Council)
Doug Fortier (Council)
Bob Burns, Town Manager
Steve Puleo, Town Mgr.'s Appointee
Larry Eliason, Pres. – 2027
Elizabeth Schidzig -- 2025

Vacancy --

Charlotte Mace -- 2026
Alexe Lopes -- 2027

WMS Repurpose Advisory Committee

William Reiner (Council)
Margaret Terry (Council)
Katie Cook (Council)
Bob Burns, Town Manager (non-voting member)
Barry Tibbetts, Project Manager (non-voting member)
Linda Brooks, Parks & Rec. Dir. (non-voting member)
Deb Matthews, Parks & Rec Advisory Committee Member
Jennifer Wood, Library Director (non-voting member)
Catherine Miller, Library Board of Trustees Member
Brian Morin, Interim Public Works Director
Rene Daniel, General Assistance Administrator
Erica Bell-Watkins, Age Friendly Windham (non-voting)
Stan Rintz, Prior Community Ctr. ad hoc committee
Cathy Streifel, Prior Community Ctr. ad hoc committee
Anne Daigle, Community Member
Lorraine Glowczak, Community Member
Marge Govoni, Community Member
Matthew Irving, Community Member
Peter Small, Community Member

Zoning Board of Appeals (stipend offered)

(5 members and 1 alternate, 3-year term, Expires Feb. 15 or until replacement appointed)
James Cobb, Vice Chair -- 2026

Raymond Batchelder, Jr -- 2027
Christopher McDonald – 2026
Francesco Farinella – 2026
Mike McGuigan – 2027
Geoffrey Sparrow, Alt. seat -- 2028

Other Council Appointments (Councilors or Employees)

Council Appointments Subcommittee

(Councilors serve 1-year term; expires Election Day each Nov.)
Margaret Terry
Mark Morrison
Katie Cook

Council Finance Subcommittee

(Councilors serve 1-year term; expires Election Day each Nov.)
David Nadeau
William Reiner
Katie Cook

Council Ordinance Committee

(3 Councilors serve with Asst. Town Mgr. & Planning Dir.)
Brett Jones
David Nadeau
William Reiner

ecoMaine Board of Directors (3-year term)

Robert Burns, Town Manager
David Nadeau, Councilor – alternate representative

Fair Hearing Authority

Bob Burns, Town Manager

GPCOG Representative, Executive Board

Bob Burns, Town Manager

GPCOG General Assembly

Bob Burns, Town Manager – Delegate
Mark Morrison, Councilor - Delegate
William Reiner, Councilor – Alternate Delegate

Health Officer

Brent Libby, Fire-Rescue Chief

MMA Legislative Policy Committee

David Nadeau, Councilor
Robert Burns, Town Mgr.

PACTS Policy Committee

Bob Burns, Town Manager

PACTS Planning Committee

Steve Puleo, Planning Director

PACTS Technical Committee

Mark Arienti, Engineer



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-054

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

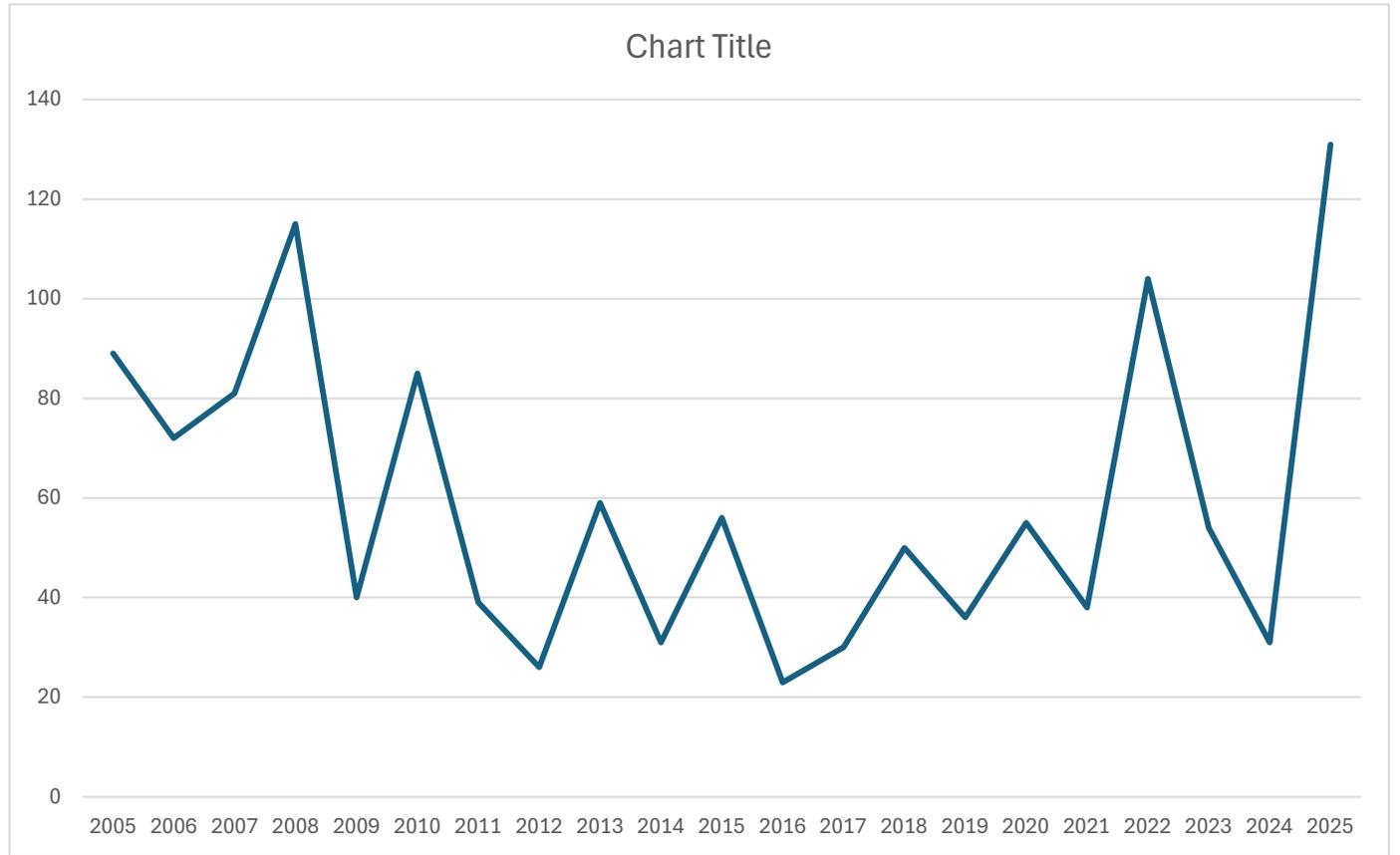
In Control: Town Council

File Type: Correspondence

Agenda Number:

Town Meeting Attendance History.

| Year | Voters | Guests |
|------|--------|--------|
| 2005 | 89 | 7 |
| 2006 | 72 | 6 |
| 2007 | 81 | 9 |
| 2008 | 115 | 8 |
| 2009 | 40 | 5 |
| 2010 | 85 | 8 |
| 2011 | 39 | 7 |
| 2012 | 26 | 5 |
| 2013 | 59 | 5 |
| 2014 | 31 | 8 |
| 2015 | 56 | 7 |
| 2016 | 23 | 8 |
| 2017 | 30 | 4 |
| 2018 | 50 | 7 |
| 2019 | 36 | 7 |
| 2020 | 55 | 11 |
| 2021 | 38 | 4 |
| 2022 | 104 | 15 |
| 2023 | 54 | 8 |
| 2024 | 31 | 10 |
| 2025 | 131 | 14 |





Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-037

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Discussion Item

Agenda Number:

Windham Active Transportation Plan. (Sebago Technics)



ACTIVE TRANSPORTATION PLAN

MARCH 2026



ACCESSIBLE - CONNECTED - MULTIMODAL - WALKABLE

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ACKNOWLEDGEMENTS

TOWN OF WINDHAM

Mark Arienti, *Town Engineer*

Amanda Lessard, *Senior Planner/Assistant Town Manager*

Brian Morin, *Public Works Director*

Stephen Puleo, *Planning Director*

GPCOG STAFF

Ron Landis, *Regional Transportation Planner*

Aubrey Miller, *Senior Transportation Program Manager*

Lucy Sinclair, *Mapping & Data Analyst*

SEBAGO TECHNICS, INC.

John Cloutier, *Technical Team Member*

Nicole Conant, PE, *Director, Project Delivery*

Bradley Lyon, PE, PTOE, VP, *Transportation Engineering*

Maria Morris, *GIS Specialist*

Aaron Radziucz, *Transportation Engineer*

Brett Wiemken, *Project Manager/Planner*

Sydney Youngs, *Technical Team Member*



EXECUTIVE SUMMARY

This Active Transportation Plan (ATP) was initiated in 2025 by the Town of Windham, in partnership with the Greater Portland Council of Governments (GPCOG) and Sebago Technics. This planning effort was undertaken to address growing community needs for safe, accessible pedestrian and bicycle infrastructure to support future development patterns and enhance the quality of life for all residents. This Plan outlines strategic steps and priority projects that the town can pursue to enhance active transportation facilities throughout the town.

Project Scope:

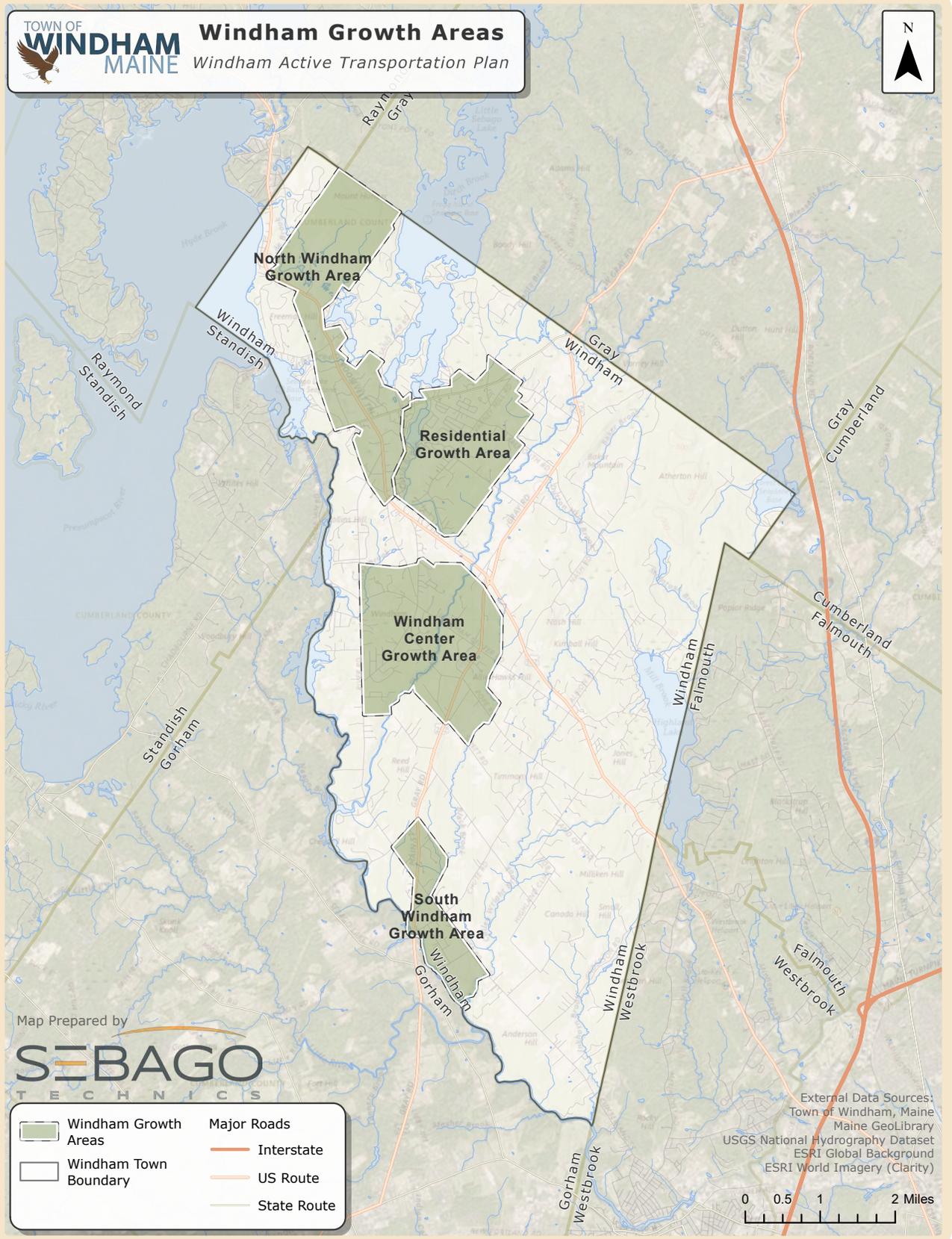
Four (4) key areas were selected for this project and are identified within the town's 2016 Comprehensive Plan as the North Windham Growth Area, Windham Center Growth Area, Windham Residential Growth Area, and the South Windham Growth Area. Each of these areas were studied to evaluate the existing conditions of active transportation infrastructure within each growth area. Data also included within this review consisted of identifying high crash locations, assessing Maine DOT corridor priorities, and other traffic data to inform future recommendations. Public engagement efforts under this plan consisted of an in-person workshop in conjunction with a digital survey. Obtaining public input was critical in the development of this plan, as public feedback was considered during the formation of each recommended project.

Included within this plan are ten (10) infrastructure improvement recommendations that address critical gaps within Windham's current active transportation network. These improvements range from sidewalk extensions and paved shoulders to traffic-calming measures and improved pedestrian crossing infrastructure. Each recommendation has been carefully evaluated based on existing conditions, public feedback, benefits to the community, technical feasibility and implementation considerations, and cost-effectiveness.

Funding:

This plan identifies funding sources and mechanisms that the town can utilize to support implementation. These sources range from federal, state, and local options to provide the town flexibility while maximizing its ability to advance multiple projects simultaneously.

TOWN OF WINDHAM MAINE
Windham Growth Areas
Windham Active Transportation Plan



Map Prepared by
SEBAGO
 TECHNICALS

| | | | |
|--|-----------------------|--|-------------|
| | Windham Growth Areas | | Major Roads |
| | Windham Town Boundary | | Interstate |
| | | | US Route |
| | | | State Route |

External Data Sources:
 Town of Windham, Maine
 Maine GeoLibrary
 USGS National Hydrography Dataset
 ESRI Global Background
 ESRI World Imagery (Clarity)



EXISTING CONDITIONS

Overview:

A complete copy of the Existing Conditions Memorandum is enclosed within Appendix A of this Active Transportation Plan document. Field assessments within each of the growth areas were conducted in the summer and fall of 2025, which involved inventorying approximately fifty (50) miles of roadways across Windham. In total, nearly seventeen (17) miles of sidewalks were identified, and zero (0) dedicated bike lanes were identified within the growth areas.

The North Windham Growth Area contains a large amount of pedestrian facilities, with a majority located adjacent to and along Route 302 and the intersection of Tandberg Trail. Several gaps exist within this infrastructure, with most of the facilities only located along one side of Route 302 (eastern side) and Route 115 (northern side). The Windham Center Growth Area contains approximately five (5) miles of sidewalks, largely concentrated near the Windham High School and Middle School campus. However, isolated residential subdivisions lack connectivity to the pedestrian generators within the growth area. The Residential Growth Area indicates higher sidewalk quality within individual residential neighborhoods, but zero (0) marked crosswalks along public roadways. The South Windham Growth Area demonstrates the highest quality of active transportation infrastructure due to recent construction along Main Street, with approximately two (2) miles of sidewalks mapped and graded within this growth area.

Prior Planning Efforts:

This ATP builds upon the Town's 2016 Comprehensive Plan, which identified "Four Big Things", including transforming North Windham, Windham Center, and South Windham into true community centers. Prior planning efforts acknowledge challenges with incomplete sidewalk networks and a lack of designated bicycle lanes. The North Windham Moves study (2022) provided a detailed recommendation for the Route 302 corridor, including connector roads with complete street features, ADA-compliant sidewalk reconstruction, and traffic calming measures. Regional guidance from GPCOG's Connect 2045 Long-Range Transportation Plan and PACTS Regional Complete Streets Policy (2024) emphasizes that every transportation improvement should create safer, more accessible roadways for all users. These principles were key themes that this ATP advances and integrates these principles through its recommendations.

PUBLIC ENGAGEMENT

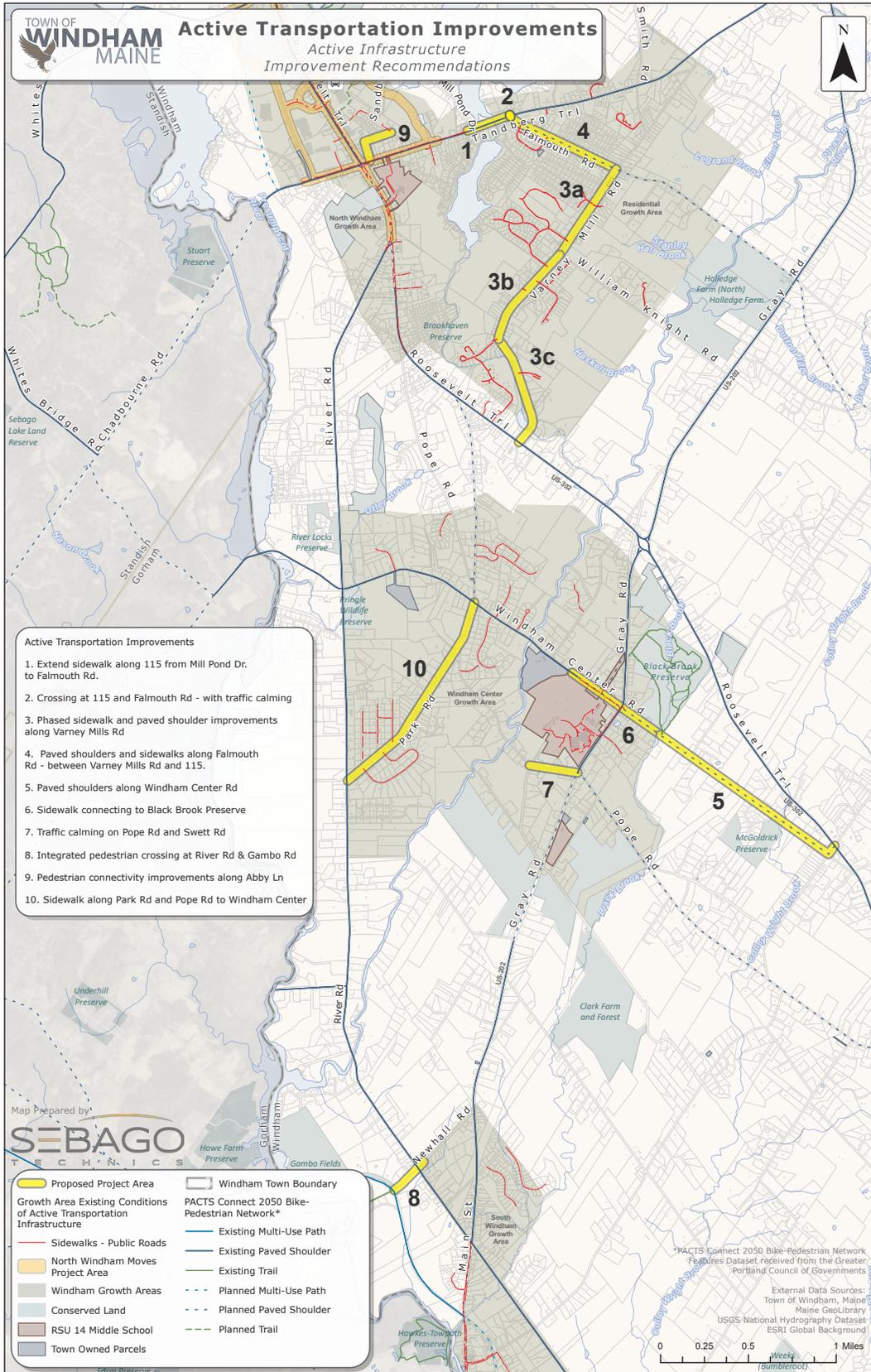
One in-person public workshop was held on December 3, 2025. The format of this public engagement workshop began with a presentation to provide members of the community with a summary of the project's purpose and need, and present findings from the existing conditions analysis for each growth area. Then, members in attendance rotated throughout the room to focus on each growth area and provide specific comments in relation to existing gaps within the active transportation network, leading to recommended infrastructure improvements the town could make to promote active transportation.

A supplementary online digital survey ran concurrently with the in-person public engagement workshop. This method asked users similar prompts as the in-person event, and resulted in a higher yield of results. A summary of the findings from the public engagement survey is included within the attached Appendix B of this Active Transportation Plan document.

RECOMMENDATIONS

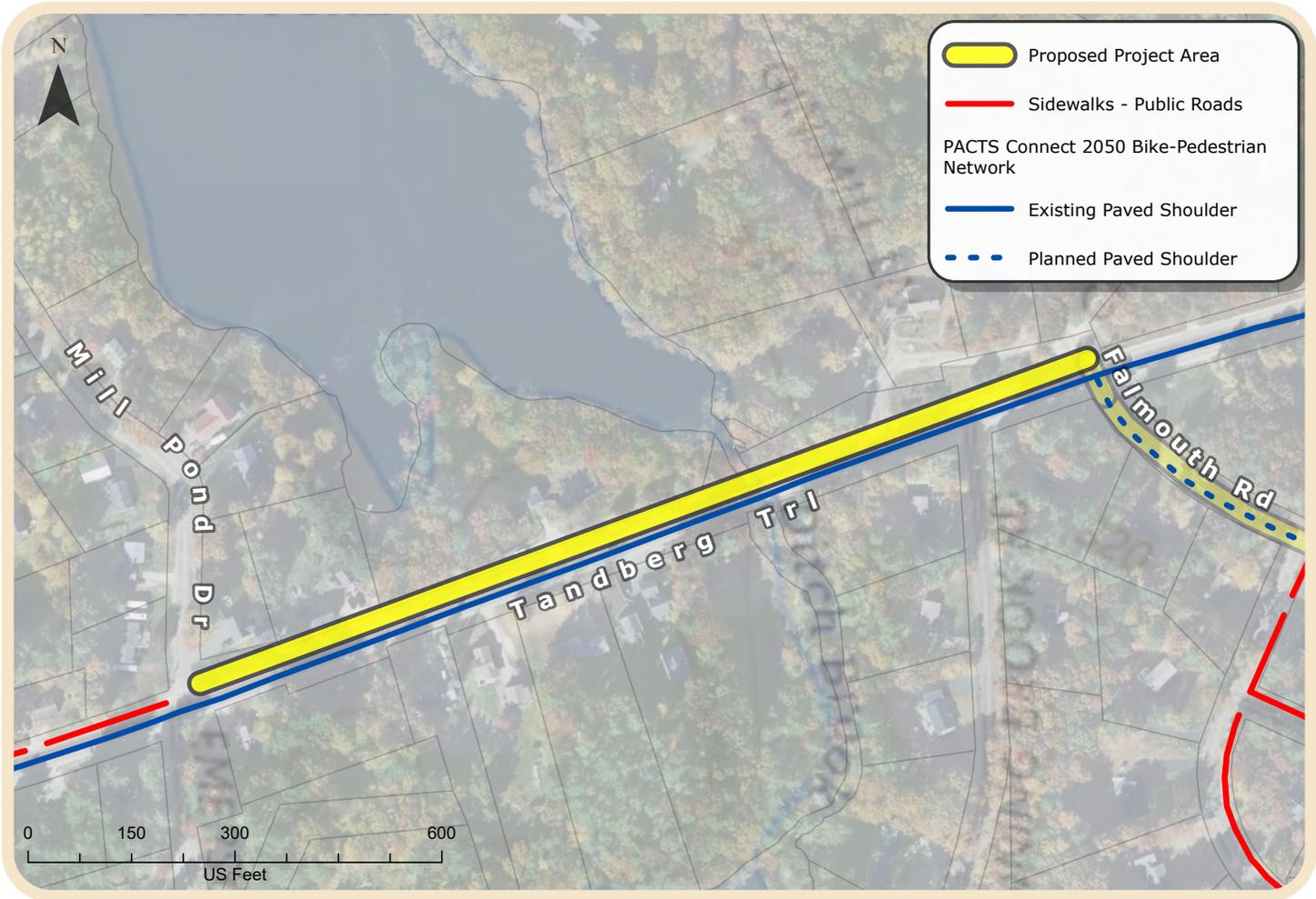
A total of ten (10) active transportation infrastructure improvements were identified through this planning effort. These projects were primarily selected based on the existing infrastructure conditions in and around the project area, while also balancing public input received during the public engagement process. The recommendations contained herein are not organized in an order of importance. Recommendations work to address significant gaps identified within the existing conditions analysis and as part of the public engagement process. Projects shown on maps as “Planned” do not specify or delineate which planned projects are funded (such as North Windham Moves) versus conceptual planned projects identified within PACTS 2045 Long-Range Transportation Plan. Additionally, because a planned project is included within PACTS’ plan does not guarantee future funding.

Each proposed recommendation includes a project description, project purpose, high-level community benefits, feasibility and implementation considerations, and an analysis of spatial impact and cost.



RECOMMENDATION 1

Tandberg Trail (Route 115) Sidewalk Extension (Mill Pond Drive to Falmouth Rd.)



RECOMMENDATION 1

Project Description:

This recommended project involves the extension of the existing sidewalk network along the northern side of Tandberg Trail (Route 115) to Falmouth Road. This approximately 0.3 mile extension would create a continuous connection from the existing pedestrian facilities along Roosevelt Trail (Route 302) to the Tandberg Trail (Route 115)/Falmouth Road intersection. This recommendation would include the construction of a paved sidewalk with a minimum width of five (5) ft., built to ADA standards, including compliant curb ramps, associated signage, and markings at all intersections and driveway crossings.

Purpose & Benefits:

Through this recommendation, and in conjunction with Recommendations 2, 3, and 4, this corridor could serve as a link between the commercial businesses within North Windham and the established residential neighborhoods within the Residential Growth Area. Where currently there are no pedestrian facilities that connect these two areas, this infrastructure would provide safe means of passage for pedestrians. Benefits of this recommendation include:

- Improved safety for any pedestrians using the current paved shoulder along this corridor
- Improving accessibility to local retail and service businesses for nearby residents
- Reducing vehicular-dependent trips for short-distance shopping and errands

Feasibility & Implementation Considerations:

One primary consideration specific to this recommendation includes coordination with MaineDOT for the crossing over Ditch Brook along Route 115. This bridge is owned by MaineDOT and was originally constructed in 1959. In discussions with MaineDOT, this bridge is planned to have improvements done in 2030, considering a range of alternatives. Coordination with state agencies will be required to incorporate any sidewalk designs prior to reconstruction. Other considerations involve evaluating the status of the right-of-way, and formulating a strategy for acquisition where needed. This recommendation also involves coordination with the local utility companies, as there are existing utility lines and poles located along the northern side of Route 115.

Considerations should be made to relocate these poles behind the proposed sidewalk for improved maintenance and accessibility for all users. Where utilities may be relocated through this recommendation, the town should evaluate whether this project would warrant pedestrian-scale street lighting to be installed for additional pedestrian safety.

Spatial Impacts & Cost Estimation:

The conceptual sidewalk recommended between Mill Pond Drive and Falmouth Road is envisioned to be paved to a five (5) ft. width, constructed along the northern side of Route 115. This would include installing of a new granite curblin to match the existing curbing throughout the area. Drainage considerations for this project would include the installation of a closed drainage system, with an outlet close to the bridge. Factors in this cost estimate assume that traffic control would proceed with minimal traffic disruption, and rely on a temporary lane shift made feasible by the existing pavement width of Route 115. This estimate does not account for any property acquisitions, easements, or utility relocations that may be necessary. Similarly, this cost estimate excludes costs for reconstructing the Mill Pond bridge or its approaches.

**Windham Active Transportation Plan - Recommendation 1
Project No 240311-02
Preliminary Engineer's Estimate**

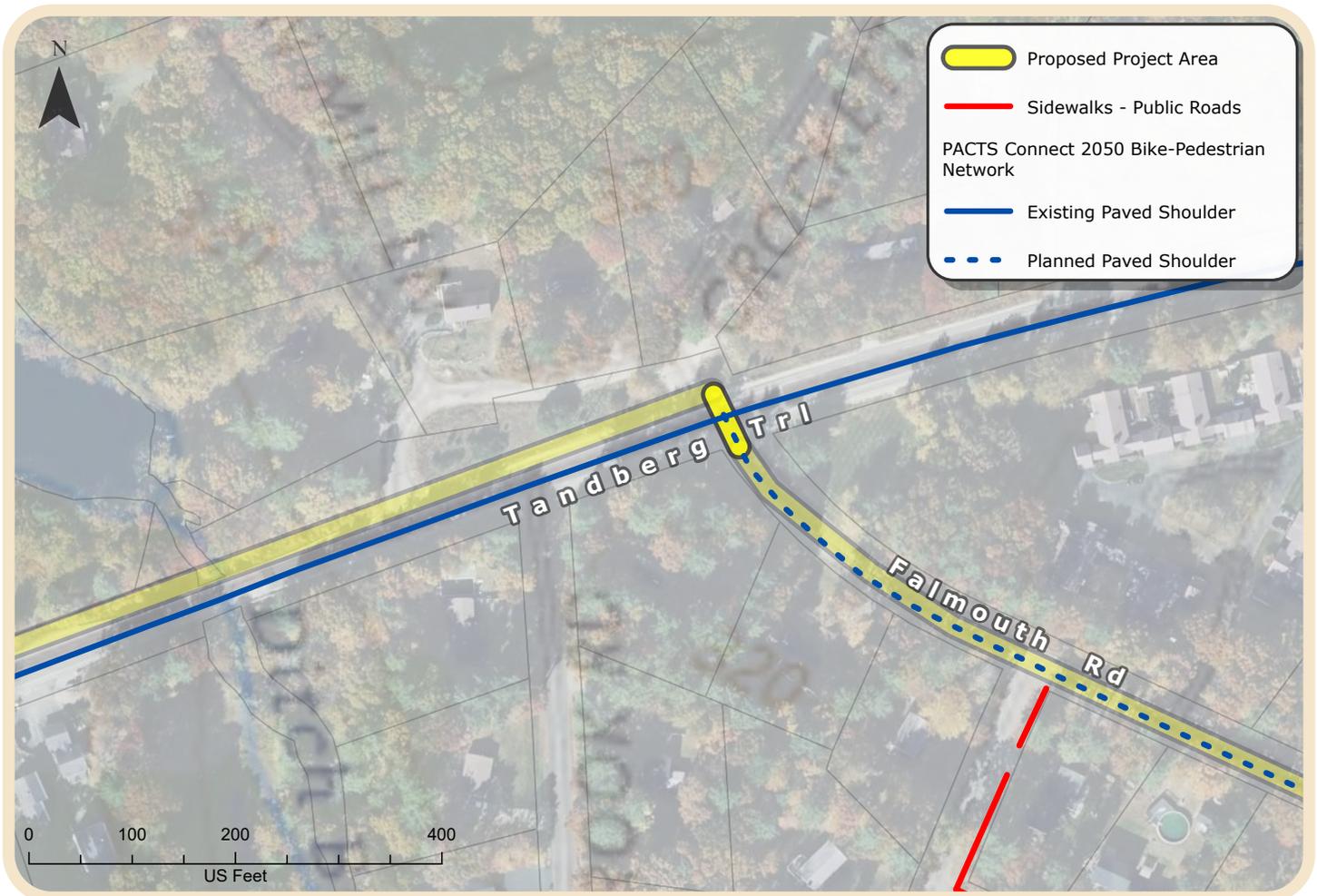
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|----------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 700 | \$ 35,000.00 |
| COMMON BORROW | CY | \$ 50.00 | 50 | \$ 2,500.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 475 | \$ 28,500.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 75 | \$ 13,125.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 125 | \$ 31,250.00 |
| HOT MIX ASPHALT 12.5 MM | TONS | \$ 175.00 | 50 | \$ 8,750.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 40 | \$ 400.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 22 | \$ 2,420.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 1400 | \$ 98,000.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 130 | \$ 9,750.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 7 | \$ 490.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 7 | \$ 490.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 205,000.00 | 1 | \$ 205,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 60,000.00 | 1 | \$ 60,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 20,000.00 | 1 | \$ 20,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 25,783.75 | 1 | \$ 25,783.75 |
| CONSTRUCTION SUBTOTAL | | | | \$ 541,000.00 |
| CONTINGENCY 25% | | | | \$ 135,300.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 54,100.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 54,100.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 784,500.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Tandberg Trail is classified as a Corridor Priority 2 roadway.
3. This estimate does not include bridge or bridge approach reconstruction efforts for the bridge over Ditch Brook which will require reconstruction to accommodate a proposed sidewalk.
4. This estimate assumes that the proposed sidewalk construction can be completed with minimal disruption in traffic, and based on the existing pavement width of Tandberg Trail, a lane shift is currently being assumed. No police detail, nightwork or flaggers were assumed herein.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 2

Pedestrian Crossing at Falmouth Road and Tandberg Trail (Route 115) Intersection



RECOMMENDATION 2

Project Description:

This recommended project involves constructing a pedestrian crossing at the signalized intersection of Tandberg Trail (Route 115) and Falmouth Road, along with associated traffic-calming measures. Through this improvement, and in conjunction with Recommendations 1, 3, and 4, pedestrians would have a designated access way to the commercial center in North Windham and the residential neighborhoods within the Residential Growth Area. Traffic calming measures associated with this project could include high-visibility crosswalks, pedestrian signage, street markings, flashing beacon systems, and potential adjustments to the intersection's geometry to reduce vehicle speeds.

Purpose & Benefits:

This recommended intersection crossing would serve as a junction to the existing gap within Windham's active transportation network. Through public engagement efforts performed under this plan, this intersection was identified as a priority location for safety improvements by residents. Benefits of this recommendation include:

- Reduced vehicular speeds through the intersection, decreasing the likelihood of crash frequency and severity
- Increased driver awareness of pedestrian traffic
- Safer crossings and reduced exposure time for pedestrians with vehicles
- Establishing a model intersection design that can be replicated at other locations

Feasibility & Implementation Considerations:

The primary consideration with this recommendation is the required coordination with MaineDOT. Where this project is recommending a pedestrian crossing at a signalized intersection, signal phasing and timing modifications would be required. Recommended modifications would include the installation of pedestrian signals, including pedestal poles with Accessible Pedestrian Signal (APS) buttons, trenching for new signal conduit, and signal re-timing to incorporate the pedestrian phasing. Based on the existing lane use at the intersection, it may be feasible to retrofit the existing signal cabinet to incorporate new signal phasing. However, it is recommended that this is investigated further during the conceptual design process to determine the feasibility of this. If, during the design phase, it is determined that the proposed signal and crossing improvements make the existing cabinet unusable, a new signal cabinet would be required. This cost has not been included in the estimate for this section.

There are a variety of different traffic calming measures that could be utilized for this proposed pedestrian crossing. Solutions such as additional striping or stenciling are relatively inexpensive, but require yearly maintenance. This solution offers the town a quick “win”, but is not recommended as a long-term solution. Medium-tier improvements would consist of the installation of static or flashing signage along Route 115.

Signage should be of sufficient sizing and scale (refer to the Manual on Uniform Traffic Control Devices (MUTCD)) to convey the intent of protecting pedestrians crossing at this intersection. Another option for this recommended project could be a flashing speed feedback sign, which involves an electronic radar detection device inside a message board, mounted with a static sign indicating the legally posted speed limit. This sign would measure an approaching car’s speed and display it in large, lighted numbers to provide drivers feedback on their traveling speed. It is recommended that, if this option were to be utilized, these types of signs and striping solutions be installed farther away from the intersection to notify traveling motorists to reduce their speed, thus maximizing the solution's effectiveness. The higher tier of improvement that could be achieved would be a permanent, substantial intersection modification. Examples like an intersection reconfiguration and curb installation to facilitate the pedestrian crossing could be considered as a long-term and permanent solution. When installing one or more traffic calming solutions on a state or state-aid roadway, the municipality should consult with MaineDOT on seeking the appropriate levels of approvals required.

Spatial Impacts & Cost Estimation:

This recommendation’s scale ranges from smaller, quick “win” projects to larger, potentially intersection-altering improvements. At a minimum, the project’s scope includes the installation of a pedestrian signal at the intersection. These improvements consist of the addition of signal poles, signal foundations, and APS push buttons for the use of pedestrians to actuate the signalized crossing. The cost estimate below includes the costs for two (2) flashing speed feedback signs to be placed on intersection approaches. This estimate does not account for any property acquisitions, easements, or utility relocations that may be necessary.

**Windham Active Transportation Plan - Recommendation 2
Project No 240311-02
Preliminary Engineer's Estimate**

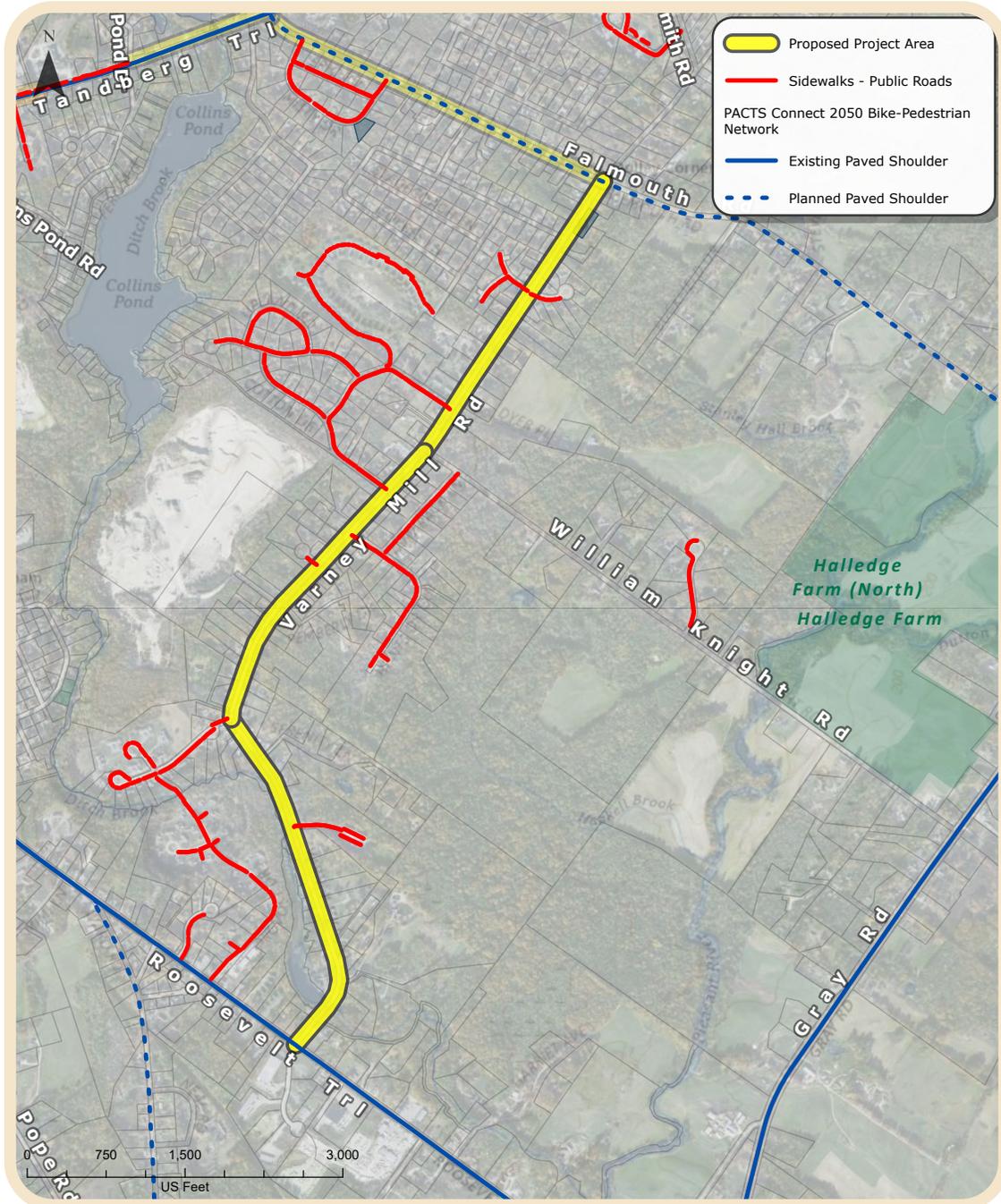
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|----------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 25 | \$ 1,250.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 25 | \$ 1,500.00 |
| SITE STABILIZATION (LOAM, SEED, MULCH) | LS | \$ 3,000.00 | 1 | \$ 3,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 5 | \$ 875.00 |
| HOT MIX ASPHALT 12.5 MM | TONS | \$ 175.00 | 5 | \$ 875.00 |
| SIGNAL IMPROVEMENTS | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| TRAFFIC CALMING DEVICES | LS | \$ 20,000.00 | 1 | \$ 20,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 20,000.00 | 1 | \$ 20,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 20,000.00 | 1 | \$ 20,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 4,625.00 | 1 | \$ 4,625.00 |
| CONSTRUCTION SUBTOTAL | | | | \$ 97,000.00 |
| CONTINGENCY 25% | | | | \$ 24,300.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 9,700.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 9,700.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 140,700.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Tandberg Trail is classified as a Corridor Priority 2 roadway.
3. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.

RECOMMENDATION 3

Varney Mill Road – (Phased) Pedestrian Connectivity & Paved Shoulders



RECOMMENDATION 3

Project Description:

This recommendation takes a phased approach to developing a sidewalk and paved shoulder network along Varney Mill Road. This road currently serves as a key corridor to existing pockets of isolated sidewalks within residential neighborhoods, as well as connecting Falmouth Road to Roosevelt Trail (Route 302). This recommended project consists of constructing a five (5)- ft-wide paved sidewalk along the eastern side of Varney Mill Road, with associated paved shoulders of sufficient width to accommodate and promote bicycle use. The phased approach for this recommendation is broken down into the following:

- A. Section of Varney Mill Road between Falmouth Road and William Knight Road (approximately 0.57 mi.).
- B. Section of Varney Mill Road between William Knight Road and Corner Brook Road (approximately 0.60 mi.).
- C. Section of Varney Mill Road between Corner Brook Road and Roosevelt Trail (approximately 0.65 mi.).

Purpose & Benefits:

Varney Mill Road currently serves as a vehicular-focused connection from residential neighborhoods to larger commercial centers. By completing this recommended project, Varney Mill Road could serve as a model for what a complete streets environment in Windham could look like, including sufficient infrastructure for active transportation. The benefits of a phased approach give the town greater flexibility to break up construction phases as funding becomes available. Other benefits include:

- Safe active transportation facilities for residents traveling between residential neighborhoods
- Connect the isolated pockets of sidewalks within residential subdivisions to an overall, larger network
- Support compact development patterns by providing non-vehicular transportation options adjacent to the North Windham area

Feasibility & Implementation Considerations:

The proposed phases of this project prioritize segments of Varney Mill Road with the highest pedestrian demand. The first phase between Falmouth Road and William Knight Road will provide the most connectivity, particularly for subdivisions with existing pedestrian infrastructure.

From there, the remaining two phases are broken up to extend the network along Varney Mill and connect to Roosevelt Trail (Route 302). Through each phase, and in conjunction with Recommendations 1, 2, and 4, this project would create an extensive active transportation network that spans the Residential Growth Area and North Windham Growth Area. Primary considerations in relation to this recommendation are budget and associated funding sources. Where this project's scope and scale are significant, it is recommended that the town pursue a variety of funding sources to ensure sufficient funds to complete this project. Other considerations include the need to coordinate with the MaineDOT regarding the Route 302 connection and with Public Works to integrate sidewalk construction with any planned roadway maintenance and utility improvements. The town should also consider evaluating the status of the right-of-way, and formulate a strategy for acquisition or the securing of easements where needed. Finally, where Varney Mill Road currently has an open drainage system, consideration should be given to the feasibility of a closed drainage system. Where this project would introduce wider shoulders and curbed sidewalks, a closed drainage system will be needed, and the town would need to consider additional costs for construction and future maintenance.

Spatial Impacts & Cost Estimation:

Varney Mill Road is currently classified by MaineDOT as having a Corridor Priority of 5 (local road). This recommended project consists of the construction of a paved five (5) ft. wide sidewalk, with granite curbing along the east side of Varney Mill Road. The east side of Varney Mill Road was chosen for this concept due to the presence of several utility poles located directly adjacent to the roadway on the west side of Varney Mill Road and due to the existing granite curb on the east side of Varney Mill Road which could be used in the proposed project. Based on aerial imagery, it is estimated that the current pavement lane width is approximately fourteen (14) ft. The cost estimate assumes that two (2) ft. of additional roadway width is needed before the proposed curb line, and that the existing shoulder is removed and repaved to create a proposed eleven (11)- ft. travel lane with a five (5)- ft. shoulder to accommodate a bicycle lane. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic cannot be accommodated during construction; flagger hours are included within the projected traffic control allowance. The largest cost consideration line item includes the construction of a closed drainage system, which runs the full length of the proposed sidewalk. This estimate does not account for any property acquisitions, easements, or utility relocation that may be required. For example, in Section 3a, the proposed sidewalk would be constructed adjacent to the existing Dolley Cemetery, which appears to have on-street parking along Varney Mill Road. During the design process, it is recommended that Town staff, the engineer, and cemetery officials coordinate on how the proposed sidewalk interfaces with the cemetery frontage to ensure an optimal solution is agreed upon.

Windham Active Transportation Plan - Recommendation 3a
Project No 240311-02
Preliminary Engineer's Estimate

| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 1575 | \$ 78,750.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 950 | \$ 57,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 250 | \$ 43,750.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC) | TONS | \$ 175.00 | 400 | \$ 70,000.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 110 | \$ 1,100.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 44 | \$ 4,840.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 2750 | \$ 192,500.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 300 | \$ 22,500.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 16 | \$ 1,120.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 16 | \$ 1,120.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 450,000.00 | 1 | \$ 450,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 230,000.00 | 1 | \$ 230,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (5%) | LS | \$ 59,134.00 | 1 | \$ 59,134.00 |
| CONSTRUCTION SUBTOTAL | | | | \$ 1,242,000.00 |
| CONTINGENCY 25% | | | | \$ 310,500.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 124,200.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 124,200.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 1,800,900.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Varney Mill Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 5.0' were assumed to accommodate safe biking lanes.
3. This concept estimate assumes sidewalk construction on the east side of Varney Mill Road. Based on aerial imagery, it looks like the existing pavement width of Varney Mill Road is approximately 14.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

Windham Active Transportation Plan - Recommendation 3b
Project No 240311-02
Preliminary Engineer's Estimate

| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 1625 | \$ 81,250.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 975 | \$ 58,500.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 250 | \$ 43,750.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC) | TONS | \$ 175.00 | 400 | \$ 70,000.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 110 | \$ 1,100.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 33 | \$ 3,630.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 2750 | \$ 192,500.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 300 | \$ 22,500.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 16 | \$ 1,120.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 16 | \$ 1,120.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 465,000.00 | 1 | \$ 465,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 230,000.00 | 1 | \$ 230,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 60,023.50 | 1 | \$ 60,023.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 1,260,000.00 |
| CONTINGENCY 25% | | | | \$ 315,000.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 126,000.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 126,000.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 1,827,000.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Varney Mill Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 5.0' were assumed to accommodate safe biking lanes.
3. This concept estimate assumes sidewalk construction on the east side of Varney Mill Road. Based on aerial imagery, it looks like the existing pavement width of Varney Mill Road is approximately 14.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

Windham Active Transportation Plan - Recommendation 3c
Project No 240311-02
Preliminary Engineer's Estimate

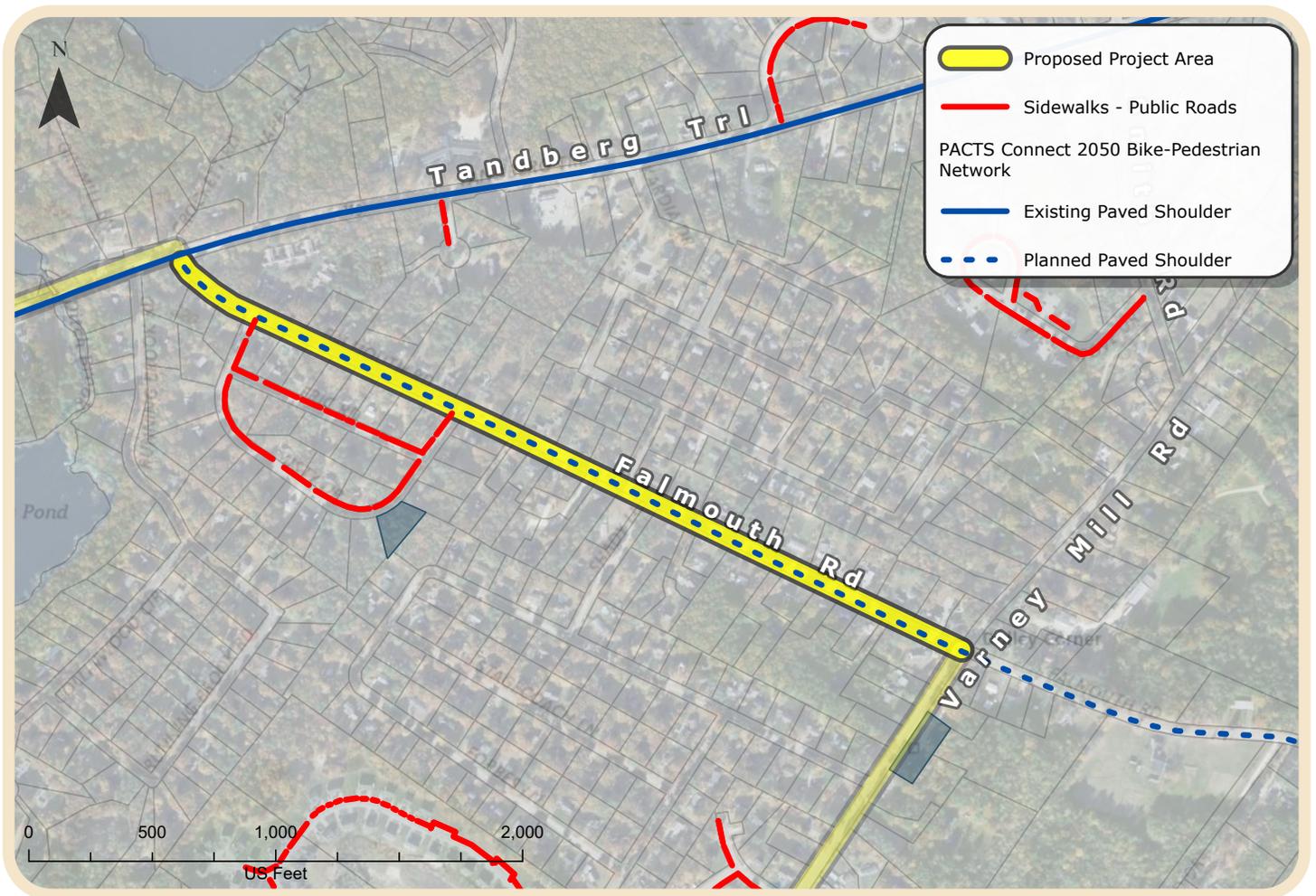
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 1800 | \$ 90,000.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 1600 | \$ 96,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 275 | \$ 48,125.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 450 | \$ 112,500.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 110 | \$ 1,100.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 11 | \$ 1,210.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 3450 | \$ 241,500.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 325 | \$ 24,375.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 18 | \$ 1,260.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 18 | \$ 1,260.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 510,000.00 | 1 | \$ 510,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 75,000.00 | 1 | \$ 75,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 61,616.50 | 1 | \$ 61,616.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 1,294,000.00 |
| CONTINGENCY 25% | | | | \$ 323,500.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 129,400.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 129,400.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 1,876,300.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Varney Mill Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 5.0' were assumed to accommodate safe biking lanes.
3. This concept estimate assumes sidewalk construction on the east side of Varney Mill Road. Based on aerial imagery, it looks like the existing pavement width of Varney Mill Road is approximately 14.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 4

Pedestrian Connection on Falmouth Road (Varney Mill Road to Route 115)



RECOMMENDATION 4

Project Description:

This proposed project includes the construction of a five (5) ft. wide sidewalk with an associated paved shoulder on a section of Falmouth Road. Through this recommended project, Falmouth Road serves as a connector between the Tandberg Trail (Route 115) and Varney Mill Road pedestrian facilities. This recommended project also serves as a starting point for the town to expand this network further down Falmouth Road to connect to other areas of interest such as the East Windham Conservation Area.

Purpose & Benefits:

Falmouth Road is a critical connector between the residential areas and the Tandberg Trail (Route 115)/North Windham commercial area. Currently, this section of roadway lacks pedestrian facilities and bicycle infrastructure. Through this recommendation, and in conjunction with Recommendations 1, 2, and 3, an approximately 5.5 mile loop of active transportation infrastructure will be created. This specific project offers:

- A link to residential areas to the wider, proposed network along Varney Mill Road and Tandberg Trail (Route 115)
- Promotes the North Windham Moves project by connecting more local roads to the overall network
- Provides safe cyclist routes for transportation to the North Windham commercial area, as well as for recreational uses
- Establishes a starting point for future improvements along Falmouth Road to connect to additional residential areas and conserved lands

Feasibility & Implementation Considerations:

This project should consider adding bicycle lane markings with high-visibility materials where appropriate. The project should also include clear wayfinding signage to direct users to key destinations. The town might also consider developing a strategy for right-of-way acquisition or securing easements where necessary. Where current information indicates that there may be sufficient room to incorporate the project's design, additional considerations, such as impacts to existing trees or utilities, will require official investigations during the design phase. Other feasibility considerations include a closed drainage system and collaboration with Public Works to align the proposed improvements with road maintenance cycles for a more cost-effective approach.

Spatial Impacts & Cost Estimation:

This estimate includes a paved five (5) ft. wide sidewalk, with associated granite curbing, proposed along the southern side of Falmouth Road. Falmouth Road is classified as a Corridor Priority 4 roadway by MaineDOT. Based on aerial imagery indicating an existing pavement lane width of approximately thirteen (13) ft., the estimate assumes three (3) ft. of additional full depth reconstruction before the proposed curbline, along with repaving of the full shoulder to create a proposed eleven (11) ft. travel lane with five (5) ft. wide paved shoulders to accommodate a bike lane. Based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include constructing a closed drainage system running the full length of the sidewalk. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that could be necessary as the project progresses

**Windham Active Transportation Plan - Recommendation 4
Project No 240311-02
Preliminary Engineer's Estimate**

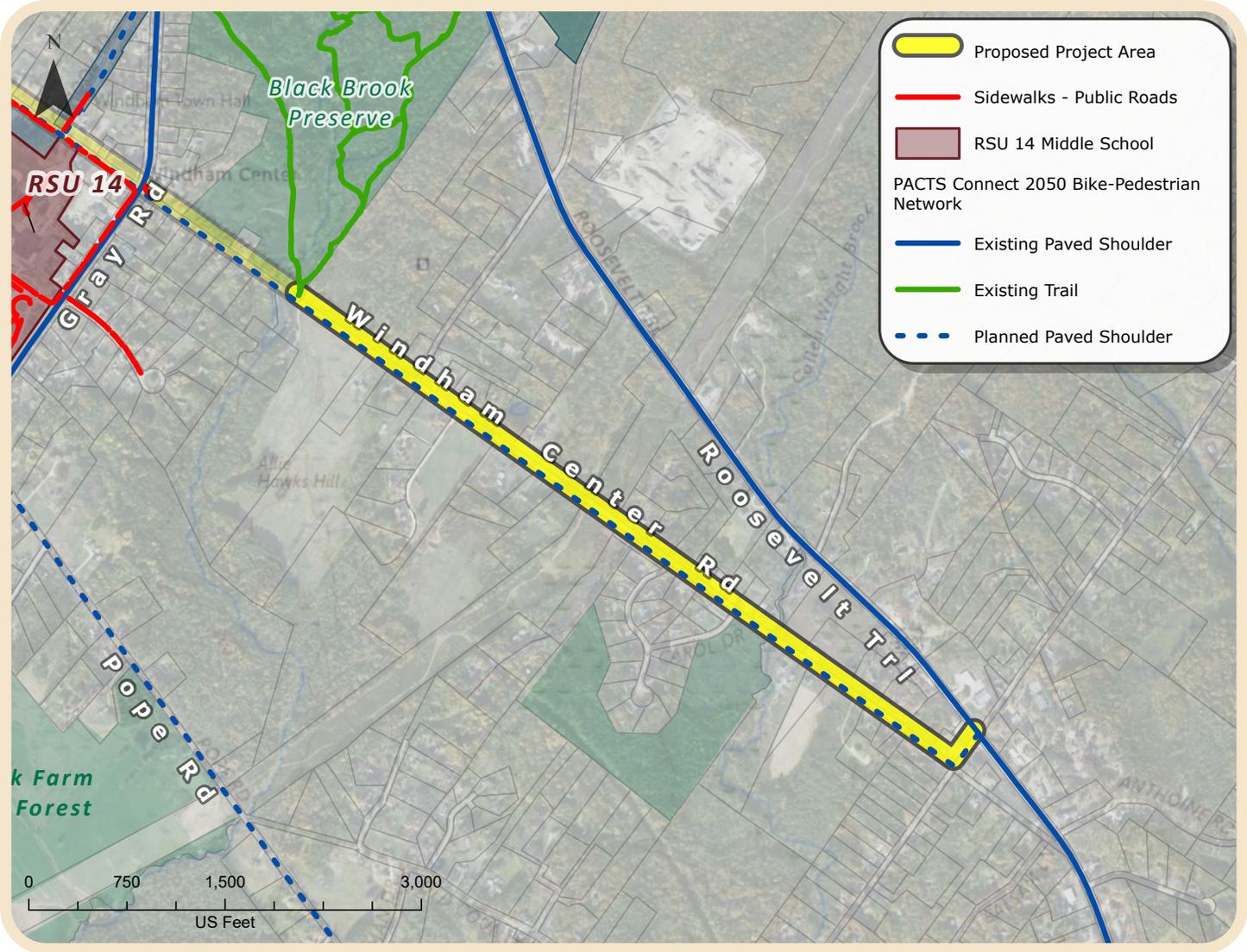
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 2150 | \$ 107,500.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 1350 | \$ 81,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 400 | \$ 70,000.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 275 | \$ 68,750.00 |
| HOT MIX ASPHALT 12.5 MM | TONS | \$ 175.00 | 170 | \$ 29,750.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 125 | \$ 1,250.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 77 | \$ 8,470.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 3525 | \$ 246,750.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 330 | \$ 24,750.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 18 | \$ 1,260.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 18 | \$ 1,260.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 525,000.00 | 1 | \$ 525,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 230,000.00 | 1 | \$ 230,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 71,287.00 | 1 | \$ 71,287.00 |
| CONSTRUCTION SUBTOTAL | | | | \$ 1,497,000.00 |
| CONTINGENCY 25% | | | | \$ 374,300.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 149,700.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 149,700.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 2,170,700.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. This concept estimate assumes sidewalk construction on the south side of Falmouth Road and assumes a 5.0' sidewalk and 5.0' wide shoulder to accommodate a potential bike lane. Based on aerial imagery, it looks like the existing pavement width of Falmouth Road is approximately 13.0'. Therefore 3.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
3. Based on the existing pavement width of Falmouth Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
4. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
5. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
6. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 5

Paved Shoulders on Windham Center Road



RECOMMENDATION 5

Project Description:

This recommended project includes constructing a paved five (5) ft-wide shoulder along Windham Center Road from the school campus to Roosevelt Trail (Route 302). This project is located within and extends out of the Windham Center Growth Area, and expands upon existing active transportation infrastructure around the school campus. Through this project, the paved shoulder's design is intended to promote bicycle usage along this corridor by providing better separation from vehicular traffic. Under this recommendation, roadway shoulders should be clearly marked with appropriate markings and signage and should complement the proposed sidewalk in Recommendation 6.

Purpose & Benefits:

Windham Center Road primarily serves as a vehicular connection from residential areas to the town center, educational institutions, and conservation areas. Paved shoulders within this area provide:

- Safe space for cyclists traveling within the corridor
- Reduced potential for conflict with vehicular traffic and bicycle traffic by creating physical separation
- Complement pedestrian infrastructure to create a multi-modal corridor

Feasibility & Implementation Considerations:

It is recommended that this project be coordinated with planned roadway resurfacing to minimize costs and improve efficiency. Right-of-way requirements should be assessed early in the design process, as widening for paved shoulders may require securing easements in some locations. The recommended project should also include a maintenance plan in partnership with Public Works to ensure that shoulders remain clear of debris, vegetation, and snow throughout the year.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a five-foot 5 ft. wide paved shoulder along Windham Center Road. Windham Center Road is classified as a Corridor Priority 4 roadway by MaineDOT. Aerial imagery indicated an existing pavement lane width of approximately fourteen (14) ft. Therefore, this estimate assumes an additional two (2) ft. of full-depth reconstruction before the existing edge of pavement, along with replacing the full shoulder to create a proposed eleven (11) ft. travel lane with an associated five (5) ft.

wide paved shoulder to accommodate bicycle travel. Based on the existing pavement width of Windham Center Road, it is assumed that two-way traffic is not feasible, and flagger hours are included within the traffic control allowance line item. It is also recommended that the proposed paved shoulder construction be included in the scheduled pavement maintenance for the corridor. Drainage considerations include matching existing open drainage conditions and replacing driveway culverts that conflict with the proposed pavement extension improvements. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that may be necessary as the project advances. A budgetary price for culvert replacement adjacent to 335 Windham Center Road (over Colley Wright Brook) was estimated for this crossing based on previously constructed projects. This budgetary cost includes replacing the existing culverts with a precast concrete box structure which would be sized at 1.2 times the bankfull width per Maine Audubon's StreamSmart Principles. Additional design and permitting considerations would be required to complete the replacement.

**Windham Active Transportation Plan - Recommendation 5
Project No 240311-02
Preliminary Engineer's Estimate**

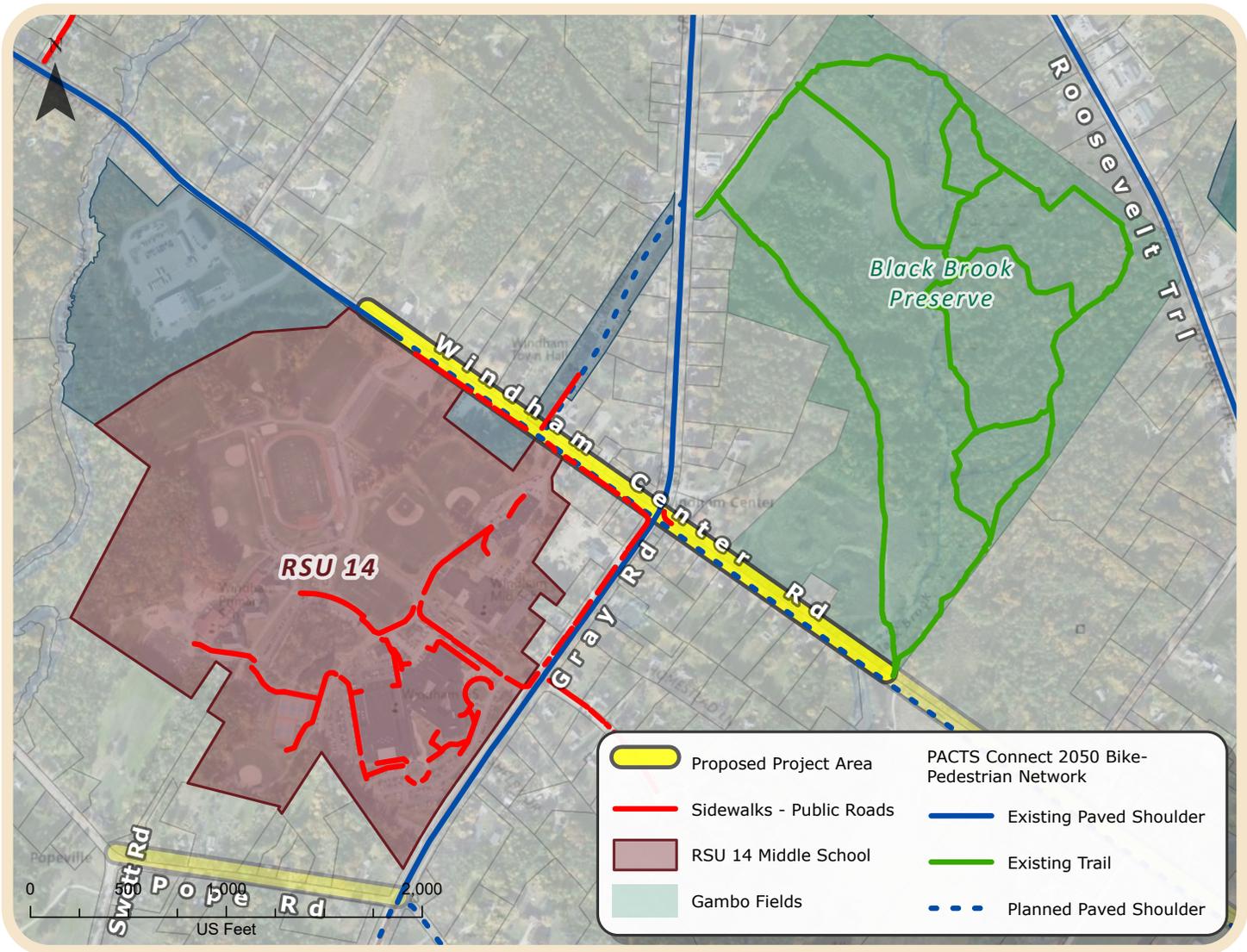
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 950 | \$ 47,500.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 200 | \$ 12,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 525 | \$ 91,875.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 325 | \$ 81,250.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 125 | \$ 1,250.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 625 | \$ 46,875.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 33 | \$ 2,310.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 33 | \$ 2,310.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| CULVERT REPLACEMENT PER STREAMSMART PRINCIPLES | LS | \$ 750,000.00 | 1 | \$ 750,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 230,000.00 | 1 | \$ 230,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 65,768.50 | 1 | \$ 65,768.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 1,381,000.00 |
| CONTINGENCY 25% | | | | \$ 345,300.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 138,100.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 138,100.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 2,002,500.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Windham Center Road is considered by MaineDOT as a Corridor Priority 4.
3. Per MaineDOT highway design standards, this concept assumes striping a 11.0' lane width with a 5.0' shoulder to accommodate a bike lane. The average existing width of Windham Center lanes is 14.0' based on aerial data, so as a result this concept assumes removing pavement at least 11.0' off centerline and constructing an additional 2.0' pavement extension
4. Based on the existing pavement width of Windham Center Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.

RECOMMENDATION 6

School Campus to Black Brook Preserve Pedestrian Connectivity



RECOMMENDATION 6

Project Description:

This proposed recommendation includes continuing and constructing a dedicated sidewalk and formal pedestrian crossing along the northern side of Windham Center Road and connects to Black Brook Preserve. This project creates a safe pedestrian corridor from the school campus to the conservation area. The sidewalk should be designed in accordance with all ADA requirements and include high-visibility markings and signage for the crossing to the preserve. Trailhead amenities such as benches, bicycle racks, and informational kiosks may be incorporated at the preserve's entrance to further enhance this recommendation.

Purpose & Benefits:

Black Brook Preserve is an important natural resource conservation area and recreational destination within the Windham Center Growth Area. Further, this area also connects the school campus, thus offering:

- Enabling students and residents to walk safely to the preserve for recreation
- Support public health by making outdoor recreation more accessible
- Potential for reduced vehicular traffic at the preserve, thus minimizing environmental impacts
- Create safer educational opportunities by improving access for school groups and environmental education programs

Feasibility & Implementation Considerations:

The primary consideration for this recommendation is early and active coordination with the Presumpscot Regional Land Trust to ensure the sidewalk design aligns with conservation objectives. Coordination with school administrators and educational organizations may also present opportunities for partnerships, funding support, or in-kind contributions to advance this recommendation. The existing roadway contains ditches on both sides immediately adjacent to the pavement edge; therefore, adding a sidewalk would create a closed drainage condition on that side of the road, requiring new drainage structures. Additional design considerations should include appropriate stormwater management strategies to protect water quality within the preserve. Adjacent to the entrance, the roadway includes a guardrail section that spans an existing stream, and any modifications to this crossing will require special evaluation to determine how they can be designed to accommodate the proposed sidewalk.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a paved five (5) ft. wide sidewalk, with associated granite curbing, along the southern side of Windham Center Road. Windham Center Road is classified as a Corridor Priority 4 roadway by MaineDOT which requires an eleven (11) ft. minimum travel way width, with three (3) ft. wide shoulders. Based on aerial imagery, an existing pavement lane width of approximately fourteen (14) feet exists today. The estimate assumes three (3) ft. of full-depth reconstruction before the proposed curblin in order to install the proposed drainage network. Based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include the construction of a closed drainage system running the full length of the sidewalk.

This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that could be necessary as the project progresses. An existing culvert structure, which facilitates a stream crossing, exists directly adjacent to the preserve entrance. Because the expanded road footprint required to accommodate the sidewalk would be needed, this crossing would need to be expanded or reconstructed. A price for the culvert replacement was estimated based on previously constructed projects. This budgetary cost includes replacing the existing culverts with a precast concrete box structure which would be sized at 1.2 times the bankfull width per Maine Audubon's StreamSmart Principles. Additional design and permitting considerations would be required to complete the replacement.

Windham Active Transportation Plan - Recommendation 6
Project No 240311-02
Preliminary Engineer's Estimate

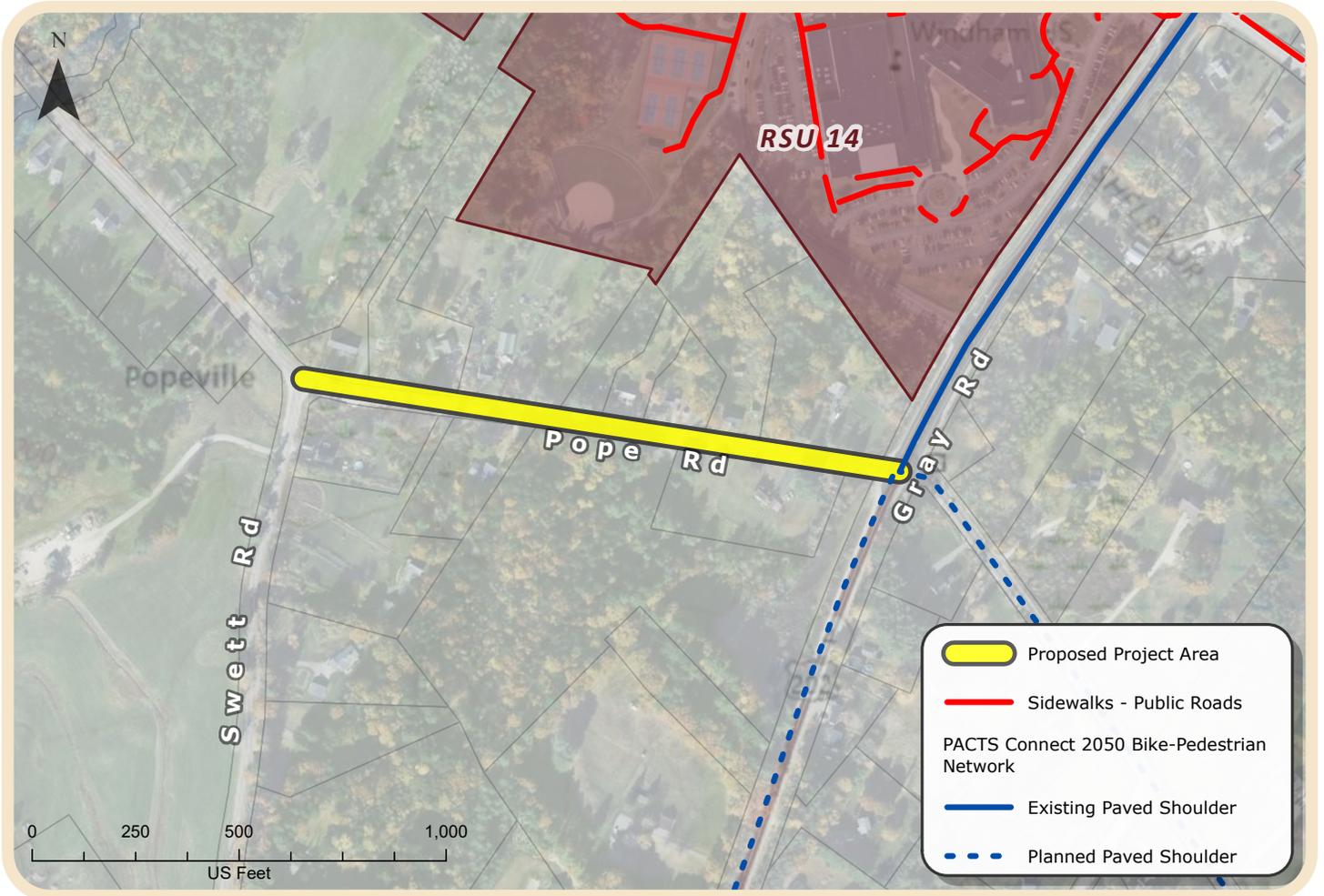
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 825 | \$ 41,250.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 600 | \$ 36,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 75 | \$ 13,125.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC) | TONS | \$ 175.00 | 175 | \$ 30,625.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 50 | \$ 500.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 22 | \$ 2,420.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 1450 | \$ 101,500.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 150 | \$ 11,250.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 8 | \$ 560.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 8 | \$ 560.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 220,000.00 | 1 | \$ 220,000.00 |
| CULVERT REPLACEMENT PER STREAMSMART PRINCIPLES | LS | \$ 750,000.00 | 1 | \$ 750,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 230,000.00 | 1 | \$ 230,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (5%) | LS | \$ 73,389.50 | 1 | \$ 73,389.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 1,541,000.00 |
| CONTINGENCY 25% | | | | \$ 385,300.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 154,100.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 154,100.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 2,234,500.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. This concept estimate assumes sidewalk construction on the north side of Windham Center Road. New sidewalk was estimated from the intersection of Windham Center Road and Route 202 to the Black Brook Preserve entrance.
3. Per MaineDOT highway design standards for a corridor priority 4 road, this concept assumes striping a 11.0' lane width with a min. 3.0' shoulder before the curbline. The average existing width of Windham Center lanes is 14.0' based on aerial data, so as a result this concept assumes removing pavement at least 11.0' off centerline to
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Windham Center Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 7

Pope Rd./Swett Rd. Intersection to Gray Rd. Traffic Calming & Paved Shoulders



RECOMMENDATION 7

Project Description:

This recommendation includes the construction of enhanced pedestrian safety and traffic calming measures at the intersection of Pope Road and Swett Road. This recommendation also includes extending paved shoulders from the existing network along Gray Road (Route 202) to the intersection of Pope Road/Swett Road. Traffic calming measures, such as speed feedback signage or narrower travel lanes, promote safer active transportation in this corridor and direct infrastructure toward the school campuses.

Purpose & Benefits:

Public input during this plan's engagement efforts identified this as a priority for improvement. In particular, vehicular speed was identified as a concern and a barrier for pedestrian activity. The town's Public Works Department notes similar conditions at other intersections located throughout the town, offering the opportunity for this project to serve as a model for other intersections. This project can:

- Create safer conditions for pedestrians and cyclists
- Reduce vehicular speeds through traffic calming treatments
- Establish traffic calming standards and design templates for replication elsewhere

Feasibility & Implementation Considerations:

It is recommended that the town pursue smaller improvements, such as striping or flashing signage, to be installed along the corridor and monitored for effectiveness. It is also recommended that the design process include a speed study to evaluate the roadway's existing conditions before and after construction. This enables the town to document the effectiveness of the proposed improvements and potentially use this project as a model for future safety enhancements at other similar intersections. To prioritize cost-effectiveness, it is recommended that the proposed paved shoulder's construction be scheduled during corridor roadway pavement maintenance, as any shoulder improvements will require one-way alternating traffic flow. This enhancement should also include a coordinated maintenance plan with Public Works to ensure that shoulders remain free of debris, vegetation, and snow throughout the year, given adjacent educational facilities. In addition, right of way needs should be assessed early in the design process, as shoulder widening may require the acquisition of easements in certain locations.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a paved five (5) ft. wide paved shoulder along Pope Road. MaineDOT classifies Pope Road as a Corridor Priority 5 (local road). The cost estimate assumes that an additional four (4) ft. of full-depth reconstruction will be required before the existing edge of pavement, along with the repaving of the full shoulder to create a proposed eleven (11) ft. travel lane with a five (5) ft. shoulder to accommodate bicycle infrastructure. This project’s scope includes the excavation of the existing shoulder material to the bottom of pavement, shaping and shimming shoulder areas where necessary, and paving the shoulder area. Based on the existing pavement width of Pope Road, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. To maximize cost effectiveness, it is recommended that the proposed paved shoulder construction accompany scheduled pavement maintenance for the corridor, as any shoulder improvements would require one-way alternating traffic. Drainage considerations include matching existing open drainage conditions and replacing driveway culverts that conflict with the proposed pavement extension improvements. Assumptions were made regarding two (2) flashing speed feedback signs for this recommendation. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for additional street lighting that could be necessary as the project advances to enhance pedestrian safety in the area.

**Windham Active Transportation Plan - Recommendation 7
Project No 240311-02
Preliminary Engineer's Estimate**

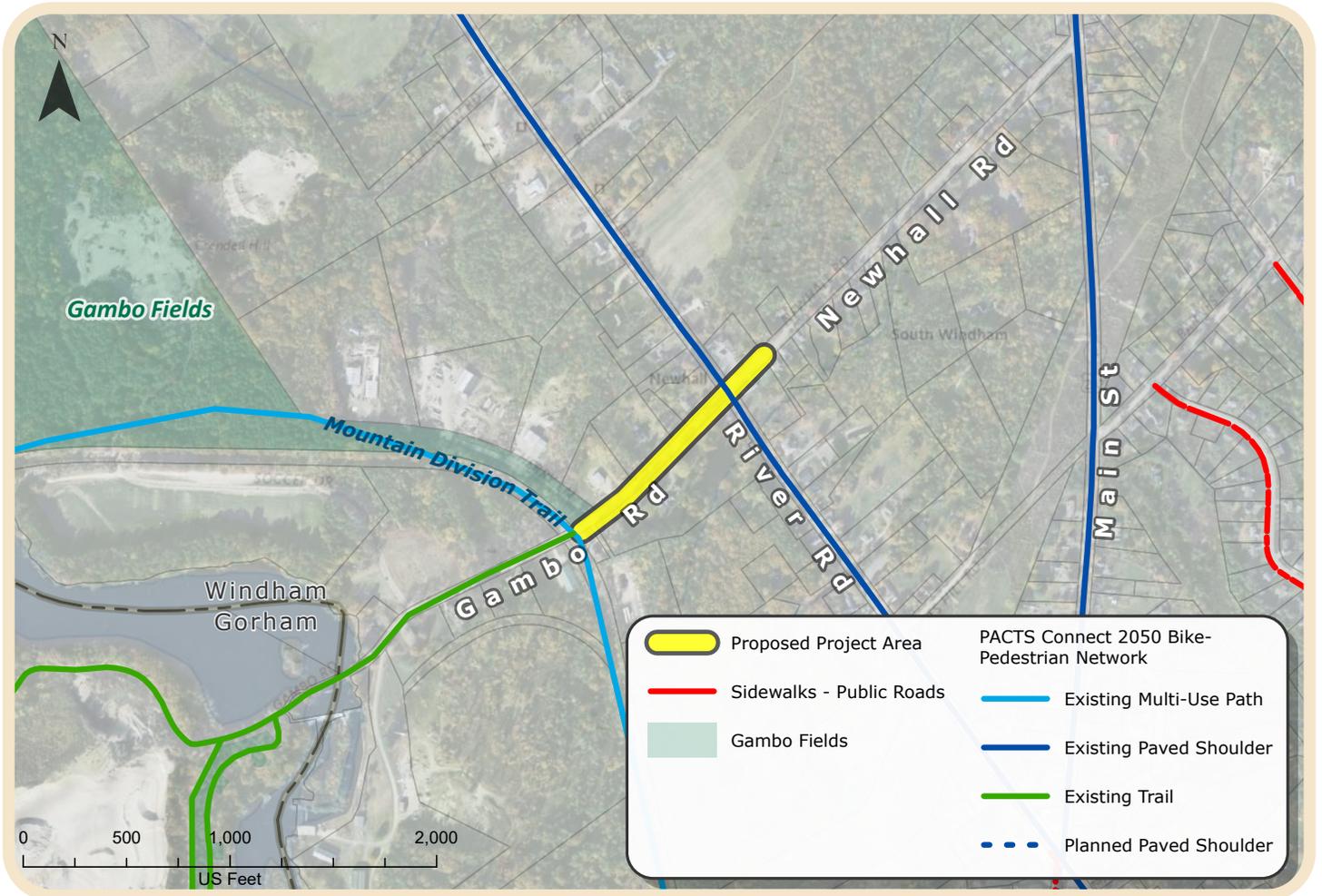
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|----------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 250 | \$ 12,500.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 50 | \$ 3,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 125 | \$ 21,875.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 75 | \$ 18,750.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 25 | \$ 250.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 150 | \$ 11,250.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 7 | \$ 490.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 7 | \$ 490.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| TRAFFIC CALMING DEVICES | LS | \$ 20,000.00 | 1 | \$ 20,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 75,000.00 | 1 | \$ 75,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 10,680.25 | 1 | \$ 10,680.25 |
| CONSTRUCTION SUBTOTAL | | | | \$ 224,000.00 |
| CONTINGENCY 25% | | | | \$ 56,000.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 22,400.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 22,400.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 324,800.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Pope Road is considered by MaineDOT as a Corridor Priority 5.
3. Per MaineDOT highway design standards, this concept assumes striping a 11.0' lane width with a 5.0' shoulder to accommodate a bike lane. The average existing width of Pope Road lanes is approximately 12.0' based on aerial data, so as a result this concept assumes removing pavement at least 11.0' off centerline and constructing an additional 4.0' pavement extension
4. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.

RECOMMENDATION 8

River Road & Gambo Road Intersection Improvements



RECOMMENDATION 8

Project Description:

This recommended project proposes a pedestrian crossing at the River Road and Gambo Road intersection, and extends a pedestrian sidewalk to connect to the Gambo Fields property. While this project is largely outside the South Windham Growth Area, the proposed connection allows residents within the area to use existing active transportation infrastructure and facilities. The proposed crossing should include high-visibility markings, signage, and, if appropriate, active warning systems.

Purpose & Benefits:

This recommended project would offer an expanded means of connection to the Mountain Division Trail and recreational facilities at Gambo Fields, providing a range of destinations throughout the year. This project also addresses an existing gap between the Dolley Farm subdivision and the Duck Pond variety store. Benefits of this project include:

- Providing safe access to recreational facilities for families and youth sports
- Support connections to the greater active transportation and recreational network
- Potentially reduce vehicular traffic at Gambo Fields by improving and encouraging pedestrian traffic

Feasibility & Implementation Considerations:

Larger considerations for this project include coordination between the town, Gambo Fields ownership, and the Mountain Division Trail stakeholders, to align the proposed sidewalk with intended uses for the property and surrounding uses. It is recommended that the intersection of River Road/Gambo Road be evaluated by a traffic engineer to determine the most appropriate warning and control devices for the proposed crossing. Key design considerations include closed drainage analysis, utility pole relocations and right-of-way impacts. The town should also consider the potential for a public-private partnership to explore ideas on shared project costs.

Spatial Impacts & Cost Estimation:

This recommended project includes the construction of a five (5) ft. wide paved sidewalk, with associated granite curbing, along the northern side of Gambo Road between the Mountain Division Trail and River Road. MaineDOT classifies Gambo Road as a Corridor Priority 5 (local road), requiring a minimum of eleven (11) ft. for travel way width, and three (3) ft. shoulders. Based on aerial imagery, this estimate assumes the construction of an

additional two (2) ft. of full-depth reconstruction before the proposed curblin in order to install the proposed sidewalk and drainage network. Based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include construction of a closed drainage system running the full length of the sidewalk. Furthermore, a crosswalk with a pair of Rectangular Rapid Flashing Beacons (RRFBs) was assumed at the intersection of River Road/Gambo Road. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian-scale or street lighting that may be necessary as the project progresses.

Windham Active Transportation Plan - Recommendation 8 Project No 240311-02 Preliminary Engineer's Estimate

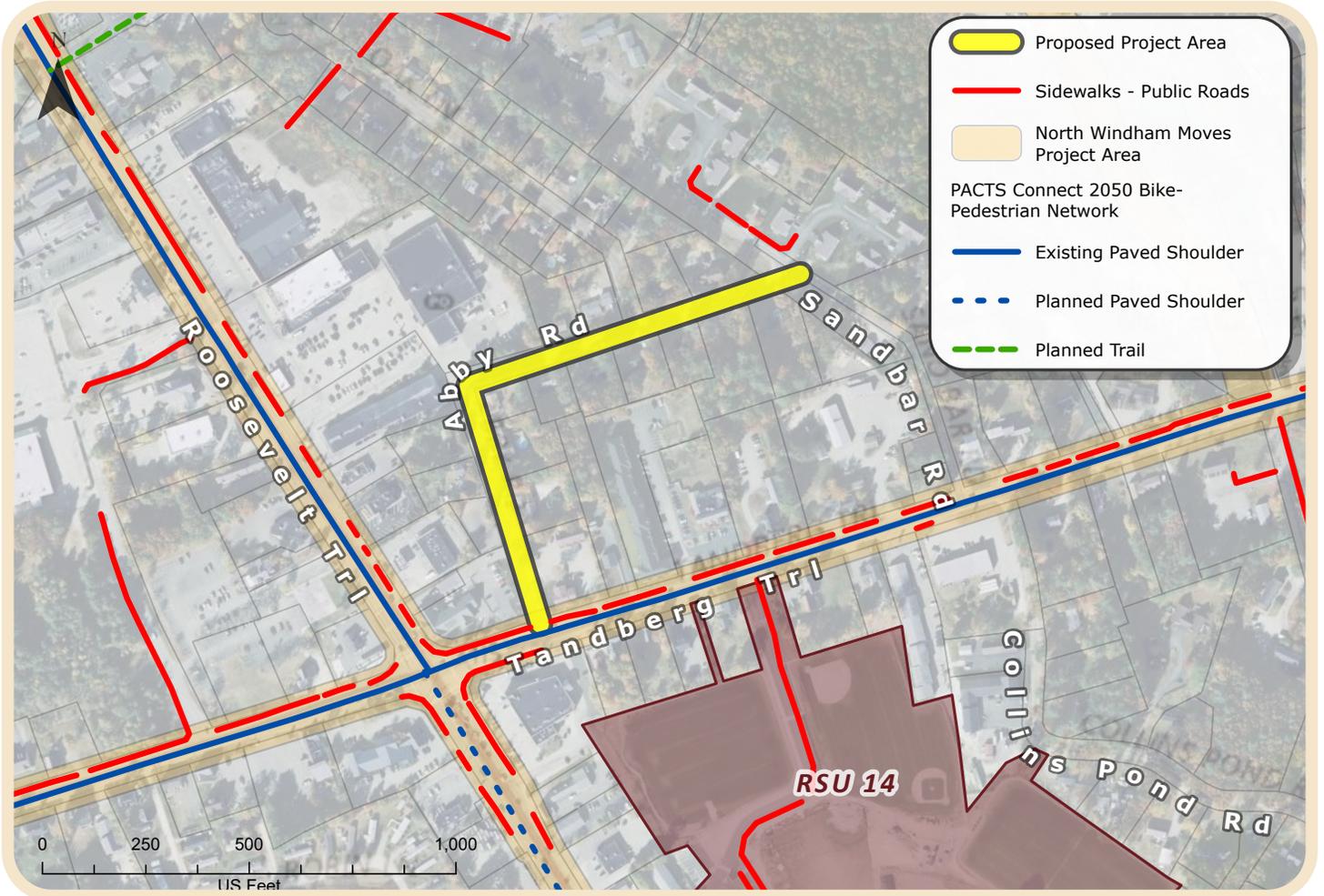
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|----------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 550 | \$ 27,500.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 400 | \$ 24,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 50 | \$ 8,750.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 130 | \$ 32,500.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 30 | \$ 300.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 22 | \$ 2,420.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 1000 | \$ 70,000.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 100 | \$ 7,500.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 6 | \$ 420.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 6 | \$ 420.00 |
| SOLAR POWERED RECTANGULAR RAPID FLASHING BEACONS (PAIR) | EA | \$ 25,000.00 | 1 | \$ 25,000.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 160,000.00 | 1 | \$ 160,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 120,000.00 | 1 | \$ 120,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 25,440.50 | 1 | \$ 25,440.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 534,000.00 |
| CONTINGENCY 25% | | | | \$ 133,500.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 53,400.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 53,400.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 774,300.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Gambo Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 3.0' were assumed to accommodate a sidewalk with the least amount of impacts.
3. This concept estimate assumes sidewalk construction on the north side of Gambo Road. Based on aerial imagery, it looks like the existing pavement width of Gambo Rd. is approximately 12.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curblin. Repaving of the full shoulder was assumed as a part of this estimate.
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Gambo Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 9

Abby Road Pedestrian Improvements



RECOMMENDATION 9

Project Description:

This recommended project includes the construction of a proposed sidewalk to provide pedestrian connectivity along Abby Road. This project is located within the North Windham Growth Area and would connect Abby Road to Tandberg Trail (Route 115). Through this project, pedestrians would have greater access to the shopping center's retail and service businesses, communal destinations such as the post office, and adjacent residential areas. The proposed sidewalk should be constructed to ADA standards and include a pedestrian crossing at the corner joining the commercial area.

Purpose & Benefits:

This project can serve as a quick “win” for the town since it connects a local road to adjacent commercial and residential areas. Where this travel way currently lacks pedestrian infrastructure, this project can enable residents to walk safely from their homes to the post office, or other retail and service businesses within North Windham. This project also:

- Supports local business vitality by improving customer access
- Improves accessibility for residents without access to personal vehicles
- Connects to the larger overall planned improvements within the North Windham Moves project, thus reinforcing active transportation within the area

Feasibility & Implementation Considerations:

It is recommended that the town conduct public outreach to adjacent businesses to explore opportunities for public-private partnerships. If feasible, commercial owners could contribute to construction costs, or provide easements, to reduce the overall cost to the town. The town should evaluate potential impacts within the right-of-way, as well as consider the feasibility of a closed drainage system. Some businesses within the project area may need to relocate signage behind the proposed sidewalk where needed. The project should also consider clear wayfinding signage to building entrances and coordinate with local businesses during construction to minimize disturbance.

Spatial Impacts & Cost Estimation:

This recommended project consists of the construction of a five (5) ft. wide paved sidewalk, with associated granite curbing, along the eastern and northern sides of Abby Road. MaineDOT classifies Abby Road as a Corridor Priority 5 (local road), which requires a minimum eleven (11) ft. travel way width, and a minimum three (3) ft. wide shoulder. Based on aerial imagery, this cost estimate assumes that an additional three (3) ft. of full-depth reconstruction before the proposed curblines is required. Further, based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include constructing a closed drainage system running the full length of the sidewalk. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that could be necessary as the project progresses.

**Windham Active Transportation Plan - Recommendation 9
Project No 240311-02
Preliminary Engineer's Estimate**

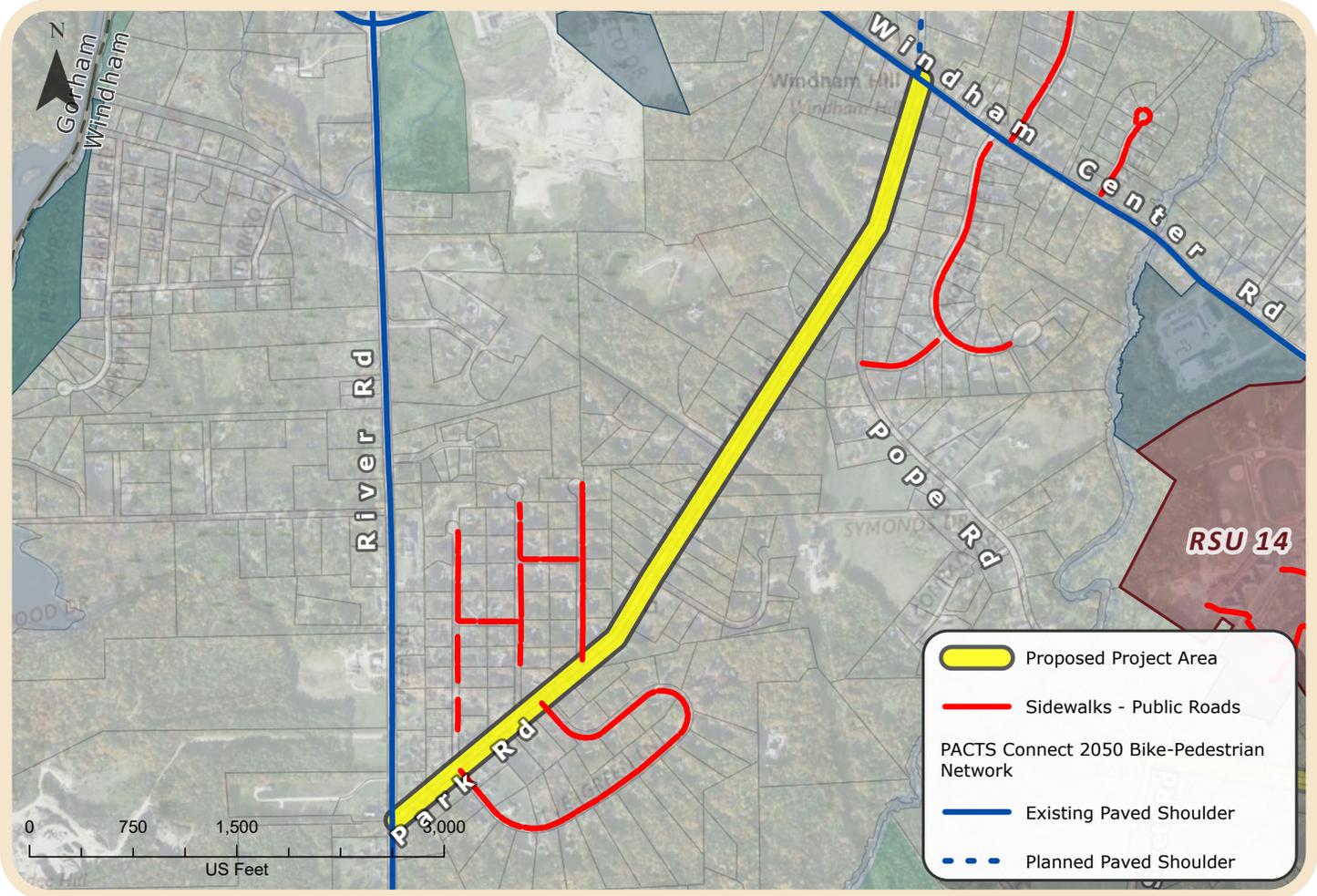
| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|----------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 800 | \$ 40,000.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 530 | \$ 31,800.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 70 | \$ 12,250.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.) | TONS | \$ 250.00 | 160 | \$ 40,000.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 40 | \$ 400.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 22 | \$ 2,420.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 1400 | \$ 98,000.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 140 | \$ 10,500.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 7 | \$ 490.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 7 | \$ 490.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 210,000.00 | 1 | \$ 210,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 120,000.00 | 1 | \$ 120,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (10%) | LS | \$ 29,817.50 | 1 | \$ 29,817.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 626,000.00 |
| CONTINGENCY 25% | | | | \$ 156,500.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 62,600.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 62,600.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 907,700.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Abby Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 3.0' were assumed to accommodate a sidewalk with the least amount of impacts.
3. This concept estimate assumes sidewalk construction on the east side of Abby Road. Based on aerial imagery, it looks like the existing pavement width of Abby Rd. is approximately 11.0'. Therefore 3.0' of additional full reconstruction were assumed before the proposed curblines. Repaving of the full shoulder was assumed as a part of this estimate.
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Abby Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 10

Park Road Pedestrian Improvements



RECOMMENDATION 10

Project Description:

This recommended project involves constructing a sidewalk along Park Road to provide a pedestrian connection from Windham Center Road to River Road. The proposed sidewalk would connect the existing residential subdivisions to their associated pedestrian infrastructure along Park Road. In turn, this creates a broader active transportation network and provides safer passage for residents who currently walk Park Road for recreation. This project can also provide a framework for future opportunities to improve pedestrian connections to nearby school campuses.

Purpose & Benefits:

This proposed recommendation will provide a connection that addresses an existing active transportation gap within the Windham Center Growth Area. Currently, existing subdivisions have sidewalks that terminate along Park Road. This area was also identified as a priority during public engagement activities conducted under this plan. Thus, this project will provide a pedestrian connection to adjacent residential areas, and provide a framework for a larger, overall active transportation network. This project will also:

- Unite fragmented sidewalks within the area and connect them to a larger network
- Provide safer walking routes to school campuses
- Enable walking trips between residential neighborhoods

Feasibility & Implementation Considerations:

Because this project was identified as a priority during public engagement efforts, the town should consider coordination with nearby residents and homeowner's associations. Where community input may indicate support for this project, the town should also consider public outreach mechanisms to build consensus, define if a portion of the project could be funded through adjacent homeowner's associations, and engage in property owners where right-of-way expansion or securement of easements may be needed. The town should also evaluate whether to phase this project. Phasing this project offers the opportunity to break up the project cost or align with scheduled maintenance along Park Road.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a five (5) ft. wide paved sidewalk, with associated granite curbing, along the eastern side of Park Road. MaineDOT classifies Park Road under a Corridor Priority 5 (local road), which requires a minimum eleven (11) ft. travel way width and three (3) ft. wide shoulders. Aerial imagery indicates an existing pavement lane width of approximately thirteen (13) ft. Thus, the cost estimate assumes the construction of an additional one (1) ft. full reconstruction before the proposed curb line to accommodate for a closed drainage system. Given the existing width of Park Road, it is assumed that two-way traffic cannot be accommodated during construction, requiring flagger hours within the traffic control line item. Drainage considerations for this consist of a closed drainage system that runs the full length of the sidewalk along Park Road. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required.

**Windham Active Transportation Plan - Recommendation 10
Project No 240311-02
Preliminary Engineer's Estimate**

| ITEM DESCRIPTION | UNIT | AVERAGE UNIT COST | QUANTITY | COST |
|---|------|-------------------|----------|------------------------|
| COMMON EXCAVATION (PLAN QUANTITY) | CY | \$ 50.00 | 2800 | \$ 140,000.00 |
| COMMON BORROW | CY | \$ 50.00 | 100 | \$ 5,000.00 |
| AGGREGATE SUBBASE COURSE - GRAVEL | CY | \$ 60.00 | 2050 | \$ 123,000.00 |
| HMA 19.0 MM | TONS | \$ 175.00 | 310 | \$ 54,250.00 |
| HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC) | TONS | \$ 175.00 | 725 | \$ 126,875.00 |
| BITUMINOUS TACK COAT | GAL | \$ 10.00 | 180 | \$ 1,800.00 |
| CURB RAMP DETECTABLE WARNING FIELD | SF | \$ 110.00 | 55 | \$ 6,050.00 |
| VERTICAL CURB TYPE 1 | LF | \$ 70.00 | 6700 | \$ 469,000.00 |
| LOAM (PLAN QUANTITY) | CY | \$ 75.00 | 625 | \$ 46,875.00 |
| SEEDING METHOD NUMBER 1 (PLAN QUANTITY) | UN | \$ 70.00 | 34 | \$ 2,380.00 |
| MULCH (PLAN QUANTITY) | UN | \$ 70.00 | 34 | \$ 2,380.00 |
| PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE) | LS | \$ 1,000,000.00 | 1 | \$ 1,000,000.00 |
| MAINTENANCE OF TRAFFIC CONTROL | LS | \$ 230,000.00 | 1 | \$ 230,000.00 |
| TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL | LS | \$ 25,000.00 | 1 | \$ 25,000.00 |
| MOBILIZATION AND GENERAL CONDITIONS (5%) | LS | \$ 111,630.50 | 1 | \$ 111,630.50 |
| CONSTRUCTION SUBTOTAL | | | | \$ 2,344,000.00 |
| CONTINGENCY 25% | | | | \$ 586,000.00 |
| PRELIMINARY ENGINEERING (ASSUMED 10%) | | | | \$ 234,400.00 |
| CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%) | | | | \$ 234,400.00 |
| TOTAL 2026 ESTIMATED CONSTRUCTION COST | | | | \$ 3,398,800.00 |

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Park Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 3.0' were assumed to accommodate a sidewalk with the least amount of impacts.
3. This concept estimate assumes sidewalk construction on the east side of Park Road. Based on aerial imagery, it looks like the existing pavement lane width of Park Road is approximately 13.0'. Therefore 1.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Park Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

FUNDING SOURCES

Implementing the recommendations within this Active Transportation Plan will require a diverse portfolio of funding sources. By combining federal, state, regional, and local funding sources, this can reduce costs borne by the town and lighten the burden on taxpayers. This section outlines opportunities for potential funding sources, eligibility requirements, and strategic steps the Town can take to access these funds.

Federal BUILD Grant

The U.S. Department of Transportation (USDOT) Better Utilizing Investments to Leverage Development (BUILD) Grant Program, previously known as RAISE/TIGER, provides grants for surface transportation infrastructure projects with significant local or regional impact. Because the program is multimodal, project sponsors, including local governments, can pursue larger active transportation projects.

Portland Area Comprehensive Transportation System (PACTS)

PACTS coordinates regional transportation planning and funding decisions for the Greater Portland region, which includes Windham. PACTS develops, in collaboration with MaineDOT, the Transportation Improvement Program (TIP), which lists all federally funded capital project in the region. PACTS also develops the Unified Planning Work Program, which outlines regional planning activities. Through these programs and related funding initiatives, PACTS can provide technical support and prioritize projects. Windham may advance active transportation projects by collaborating with PACTS and participating in its project selection processes. Of note, the new Urban Partnership Initiative (UPI) utilizes state funds to target active transportation improvements. For the UPI program, PACTS solicits project proposals from municipalities and submits a list of prioritized projects to MaineDOT. UPI is the only source of construction funding for which PACTS directly selects projects.

Maine Department of Transportation

MaineDOT offers a variety of different programs for which Windham active transportation infrastructure improvements would be eligible. Of note is the Business Partnership Initiative (BPI) through which Windham would partner with one or more local businesses to improve a portion of a state or state-aid highway to enhance bicycle and pedestrian access and safety.

MaineDOT (cont.)

MaineDOT also created the Active Transportation Partnership Initiative (ATPI) to assist in the funding of small, location-specific improvements in a transportation system that enhances the safety and mobility for vulnerable road users (VRU). This initiative aims to foster safe and usable human-scale transportation options, and intends on creating strong municipal-State partnerships for safe and walkable village and downtown centers. The ATPI program seeks to design and implement transportation system improvements in partnership with municipal partners via three (3) available implementation tracks: Targeted Transportation Improvements, Measurable Safety Interventions, and Demonstration/Pilot Projects.

Municipal Tax Increment Financing

The State of Maine allows communities to capture incremental growth in property tax revenue over a period of time for reinvestment within the community. TIF revenues provide opportunities to fund local development projects, such as the recommended pedestrian and bicycle infrastructure projects, and also contain a mechanism for local grant matching.

Safe Routes to Schools

Some of the proposed recommendations may qualify under a Safe Routes to School program. The State of Maine offers grant opportunities to municipalities to pursue these types of projects and design safe pedestrian and bicycle infrastructure to school facilities. When there is an opportunity to expand the existing network around the school campus and the future middle school is nearing completion, the town should consider applying for these funds to improve active transportation infrastructure in this corridor.

Other State Funds

There are several other state programs that provide funding specifically for active transportation infrastructure development and improvements. In particular, the Maine Dept. of Economic and Community Development provides Community Development Block Grants (CDBG) to local governments specifically for active transportation infrastructure improvements. Objectives of this program are to benefit low and moderate income households, prevention and elimination of blight conditions, or meeting community development needs.

Public-Private Partnerships

Though not a formal funding source, these partnerships provide incentives to collaborate with private entities to share project costs. While most of these recommended projects could involve a partnership of this nature, the town should build on existing relationships and work to develop new ones. Events like a Business Appreciation Breakfast offer excellent opportunities for municipal staff to network with private owners and discuss planned projects or improvements within their vicinity.

Municipal Capital Improvement Program (CIP)

Local funding through the town's annual capital improvement program can provide essential match funding for grants, and can support projects that are not competitive for external funding. This funding strategy can establish dedicated annual funds for active transportation projects, demonstrating a sustained commitment to improving the town's active transportation infrastructure.

Revisions to Municipal Impact Fee Structure

Where the town's current land use ordinance incentivizes private developments to construct their own internal infrastructure, the town could require developers to also install pedestrian access ways and facilities along the frontage of public streets. The town should also consider revising the ordinance's impact fee structure by tailoring impact fees for each of the identified growth areas. Through this, the town can ensure that collected impact fees are used for the planned projects in each growth area.



APPENDIX A
Existing Conditions Memorandum



Existing Conditions Memorandum

Date: November 14, 2025

To: Stephen Puleo, *Planning Director, Town of Windham*
Amanda Lessard, *Senior Planner, Town of Windham*
Ron Landis, *Regional Transportation Planner, GPCOG*

From: Brett Wiemken, *Planning Consultant/Project Manager*
Bradley Lyon, P.E., PTOE, *VP, Transportation Engineering*
Sebago Technics, Inc.
75 John Roberts Rd. Ste. 4A, South Portland ME 04106

Subject: Windham Active Transportation Plan
Existing Conditions Memorandum & Mapping Exhibits

Introduction

Sebago Technics, Inc. (Sebago), has been retained by the Greater Portland Council of Governments (GPCOG) to conduct an Active Transportation Plan (ATP) for the Town of Windham, Maine. The following summary and associated exhibits represent an overview of the purpose and need behind this plan, the designated study area, prior planning efforts, methodology utilized to conduct fieldwork, and the existing conditions found in each the study areas. In total, approximately fifty (50) miles of roadway were visited and inventoried. The four (4) key areas are identified within the Town's 2016 Comprehensive Plan and include, the North Windham Growth Area, Windham Center Growth Area, Windham Residential Growth Area, and the South Windham Growth Area.

Purpose & Need

The Town is undertaking these efforts to promote an integrated multi-modal transportation network throughout the Town. By assessing the current conditions and obtaining community and stakeholder feedback, Sebago will develop actionable plans with associated cost estimates to establish short and long term recommendations for improvements.

Study Area

The North Windham Growth District is centered at the Roosevelt Trail (Route 302) and Tandberg Trail (Route 115) intersection. The area is generally bound by the Pope Road intersection at the south, Enterprise Drive to the north, and Sebago Lake to the west. The eastern boundary encloses various developments on the eastern side of Roosevelt Trail. This growth area largely contains commercial zoning (Zones: C-1, C-1N, C-2, C-4), with a small area of medium residential (Zone: RM), and other zoning districts (Zones: ED, F, SLZ).

The Central Windham Growth District is generally bound by Roosevelt Trail to the east, and River Road to the west. This growth area is largely residential in nature (Zone: VR) and portions of

commercial (Zones: C-3, WC) and other areas (Zones: SLZ, RCCF, and other Contract Zones). The primary pedestrian generator within this area is the Windham High School, which is supported by various residential neighborhoods.

The Residential Growth District is generally bound by Brand Road to the east, Roosevelt Trail to the South and Tanberg Trail to the North. A small amount of residential developments north of Tanberg Trail are included in the district. This growth area is largely zoned Residential Medium (Zone: RM) and Village Residential (Zone: VR). There is also a small portion of Resource Protection/Limited Residential District surrounding Collins Pond.

The South Windham Growth District is bound by River Road to the east and the Gorham-Windham town border to the west. This area is the most diverse areas being studied, as it contains residential areas (Zones: VR & RM), and has portions of commercial and industrial (Zones: VC & I). Specifically, the Village Commercial District is where a majority of the pedestrian traffic is expected given the higher density of businesses within this area.

Please see the attached mapping exhibits located within Appendix 1. Map 1 provides overall context to where each of the respective growth areas are located within the Town of Windham, and Maps 2 through 5 provide a zoomed in view on each of their respective areas and associated features.

Methodology

Prior to commencing data collection in the field, initial GIS data layers containing active transportation features were provided by GPCOG and the Town of Windham. The selected scope of features included sidewalks, crosswalks, bike lanes, trail intersections, paved shoulders, and signage/fixed structures on public roads and/or property within the four study areas.

Fieldwork assessments for the existing conditions were conducted between mid-summer and early fall of 2025. Data was collected utilizing the ArcGIS Field Maps integrated positioning systems, which were post-processed and adjusted using recent ortho-rectified imagery. Sidewalk and crosswalk features were mapped from start to end for each segment, i.e. sidewalk mapping reflects gaps in continuous sidewalk due to driveway entrances. Definitions of the attributes referenced in this memo and collected by Sebago are provided within the Appendix 2.

The conditions for sidewalks, specifically, were graded on a scale of Excellent, Good, Fair, Poor, and Severe. Criteria utilized for this grading scale are provided below, and examples of different types of sidewalk conditions are presented later in the memo.

Table 1: Infrastructure Attribute Grading Scale and Definitions

| Grade | Description |
|------------------|---|
| Excellent | <i>The sidewalk has no observable structural or cosmetic defects.</i> |
| Good | <i>The sidewalk has no observable structural defects, but has some cosmetic defects.</i> |
| Fair | <i>The sidewalk has observable, minor structural defects such as cracking or rutting, but is still navigable by the user.</i> |
| Poor | <i>The sidewalk has observable structural defects such as cracking, rutting, or crumbling that impedes user navigation.</i> |
| Severe | <i>The sidewalk has major structural defects that impede user navigation and present potential hazards to the user.</i> |

Where newly constructed infrastructure was identified within the four (4) study areas, field data was collected to ensure the features were included in our existing conditions assessment. Collecting detailed data of infrastructure located on private streets was not included within the scope of field work. However, efforts included confirming the location of existing infrastructure within these areas, which are reflected on the attached mapping exhibits.

By utilizing existing data layers provided by the Town and GPCOG, and our supplementary field assessment, we have compiled this data into a digital asset inventory database. This inventory includes active transportation features, as described above, within each of the study areas. Geo-tagged photographs of pedestrian infrastructure were also collected during fieldwork and are included in Appendix 2.

Previous Study Efforts

As provided by GPCOG, we have included their prepared document review summary within Appendix 3. This document and the summary below provides context on existing planning documents and publications that directly relate to Windham and active transportation planning. Key themes are provided below:

Comprehensive Master Plan – Windham, 2016:

This Plan was utilized to narrow the scope of the existing conditions analysis, to the four key areas discussed previously. The Comprehensive Plan identifies “*Four Big Things*”, which are high priority subject items and areas that summarize the results of extensive public engagement and detail measures for implementation. Each of these four (4) items and how they relate to the scope of this project are detailed below:

- ***Big Thing 1 – Change the Game for North Windham, Windham Center, & South Windham:*** Each of these three (3) areas were specifically considered and included within this Existing Conditions Analysis. The Comprehensive Plan identifies that these Growth Areas need to begin groundwork to ensure that these areas become true centers for the Town. With each area having their own unique set of characteristics, it is critical to capitalize on their differences and allow for different types and scales of development to make Windham a community for all people, ages, and economic means. The main objective of this point is to expand the range of options available for individuals looking to make Windham a place to call home, or start or expand a business. This includes maintaining the North Windham Growth Area as a place for active mixed-use and commercial activity, the Central Windham Growth Area to serve as the civic core of the community, and the South Windham Growth Area to encourage higher density residential development and improve village-scale commercial opportunities.
- ***Big Thing 2 – Create a North Windham to Be Proud Of:*** As North Windham serves as the economic and social center for the community, the Town felt that it was critical to build on the success of the area and ensure it stays successful for future generations. Public input indicated that investments should be made in this area, and that future development or redevelopment should become high assets to the community.
- ***Big Thing 3 – Invest in Rural Windham to Keep It Rural:*** This point largely focuses on rural areas outside of the scope of this project. However, protecting open spaces and scenic

vistas for pedestrian uses remains a focal point of this goal and relates to active transportation.

- *Big Thing 4 – Focus on Community Facilities & Programs:* This point aligns with objectives of this Active Transportation Plan, as the community indicates an interest in maintaining existing facilities, parks, and recreation lands, as well as addressing the needs of a growing community.

The Comprehensive Plan also discusses bicycle and pedestrian facilities exclusively (pg. 130-132), where it identifies challenges that the existing and limited network faces. These challenges align with the findings of this analysis, where incomplete sidewalk networks and a lack of crosswalks present barriers to means of active transportation. Additionally, there are not any designated bike lanes within the entirety of Windham. Routes 302 and 202 both remain popular for biking activities, as users utilize the paved shoulders to their advantage. The Mountain Division Trail also provides a five (5) mile paved multi-use trail that connects Gorham, Standish, and Windham. Further, regional considerations for active transportation are focused within the South Windham Growth Area, as varying conditions of existing sidewalks connect village-scale commercial developments to the Town of Gorham.

The Comprehensive Plan acknowledges opportunities within the Town to where measures can be taken to promote active transportation. In North Windham specifically, the Plan identifies that large expanses of parking lots could be reclaimed to provide opportunities for pedestrian-focused improvements and development. This area also contains opportunities to improve pedestrian crossings, as this area navigates challenges around traffic volume and lane configurations. Additionally, the overall Comprehensive Plan calls for additional off-road connections for cyclists, and recommends that trails along utility corridors can be expanded to provide options for active transportation usership.

North Windham Moves: Regional Mobility & Local Access - Windham, 2022:

This study was primarily focused along Route 302 and the surrounding North Windham area, and considers the impacts of new ideas related to connector roads, access management strategies, and corridor & intersection improvements for all modes of transportation, including methods of active transportation. High-level recommendations from this plan include:

- *East Connector Road, Middle Connector Road, West Connector Road (pg. 35-36):* This idea focuses on the construction of three (3) new connector roads to direct vehicular traffic off of Route 302. The intention behind this recommendation is to provide better access to local roads that serve local businesses and promote the local economy. These roads would be designed to incorporate three (3) ft. shoulders, five (5) ft. sidewalks on one side, and a ten (10) ft. multi-use path on the other side to enhance walkability and increase foot-traffic to this commercial center.
- *Formalizing Local Streets (pg. 36):* This recommendation calls for the transformation of existing accessways and turn them into local streets. These would also be complete with sidewalks, street trees, and appropriate lighting to improve pedestrian connectivity, and offer access to existing and connecting road systems.

- *Route 302, Route 35/155 Improvements (pg. 37)*: This recommendation proposes that new sidewalks are to be constructed in all areas where they are not currently present. It also calls for the reconstruction of sidewalks that are not currently compliant with the Americans with Disabilities Act (ADA) standards, lack a curb reveal, or have major obstructions within their walking spaces. This recommendation also provides guidance to improve active transportation features by including ADA compliant sidewalk landings and ramps and creating crosswalks at all signalized intersections.
- *Whites Bridge Road Improvements (pg. 37)*: This recommendation proposes a new multi-use path, ten (10) ft. in width, located at the Whites Bridge Road and Route 302 intersection. This idea would further promote walkability and multi-modal transit within the corridor and connect other residential areas to the commercial hub.
- *Traffic Calming Opportunities (pg. 40)*: This recommendation provides guidance on the installation of traffic calming tools, such as speed tables, raised crosswalks, and raised intersections. These tools are recommended to be placed along road segments to aid in traffic calming, and enhancing pedestrian safety within the area.

Connect 2045: Long-Range Transportation Plan for Greater Portland (GPCOG, 2022):

Federal law requires that all urbanized areas with a population greater than 50,000 in the United States develop a long-range transportation plan (LRTP) to maintain eligibility for federal programming. LRTP's aid in establishing the collective vision for a region, and guide decision making to prioritize investments. This LRTP, published by GPCOG, envisions that the Greater Portland region contains access to transportation choices that are safe, reliable, and environmentally responsible. This vision optimizes infrastructure, reduces harm to the environment, and supports great places and a thriving economy. Specific recommendations and goals within the document related to the Town of Windham and this plan include:

- *Bicycle & Pedestrian Network (pg. 28-31)*: This recommendation follows two (2) key ideas. The first is a Complete Streets policy to guide street design to provide convenient, safe, and equitable access on all roads for all users. Characteristics of complete streets are to include sidewalks, frequent and safe pedestrian crossings, bicycle usership accommodations (bike lanes, shared lanes, or paved shoulders), accessible transit stops, and narrower travel lanes to slow vehicular traffic. This plan includes an illustration that shows the existing pedestrian and bicycle network within the PACTS region, and also includes proposed on-road and off-road facilities. The second key idea is for the inclusion of region-wide off-road routes for transportation. Several local groups within the region are actively advocating for the buildout of a regional off-road trail network. This idea would connect several communities and key destinations within the region. The proposed Mountain Division trails would be constructed along existing rail corridors and connect to existing portions of the trail which currently run through the Town of Windham.
- *Roadway/Multi-Modal Fiscally Constrained Projects (pg. 121-123)*: Regulations for LRTP's require that they include a list of projects that are within the region's fiscal constraints over the next twenty (20) years. Projects included within the LRTP are aligned with the plan's vision and goals, however, inclusion within the plan does not guarantee that a project will be funded. Funding decisions are ultimately made when PACTS and

MaineDOT select projects for the Transportation Improvement Program (TIP), of which, the Mountain Division Trail – Sebago to the Sea (Windham to Westbrook section) was identified as a fiscally constrained project.

PACTS Regional Complete Streets Policy (GPCOG, 2024):

The primary goals outlined within the PACTS Regional Complete Streets Policy are that all users are considered, complete the regional network, promote great design, and apply the policy to all projects and phases. Key principles within the policy provide direction on how to identify, screen, prioritize, and implement all transportation project types. Criteria utilized include measures for ensuring safety, sufficient space for all street users, balancing means of mobility, complimenting surrounding land use and environment types, sustainability, and equity. This policy recommends that every transportation improvement project should be approached as an opportunity to create safer, more accessible, and connected roadways for all usership types. This approach applies to any phase of a project, ranging from project planning, programming, design, right-of-way acquisition, construction, reconstruction, and operations. Cross-sectional changes to transportation facilities within street rights-of-way are also included to consider capital improvements, re-channelization, and maintenance measures like resurfacing, repaving, or restriping.

As described, municipalities are encouraged to consult best practices, design guidelines, standards, and resources including but not limited to the design publications recommended by FHWA and the PACTS *Update to Regional Bicycle & Pedestrian Facility Design Guidelines – Region of Portland, Maine (2015)* and the upcoming PACTS *Regional Complete Street Guidebook (2025)*.

Existing Conditions

Roadway, Traffic, and Crash Data

The Maine Department of Transportation’s (MaineDOT) Public Map Viewer was utilized to compile roadway information to offer context to the assessment of the study area. Factors of identified importance include the roadway’s priority, historical average annual daily traffic, speed limit, and proximity to the urban compact.

Sebago first identified all state aid roadways within the study areas (Priorities 1 – 4) , as MaineDOT classifies roadways in the state by priority, ranging from 1 (Maine Turnpike, Interstate System, and key arterials) to 5 (local roadways). This identifier, coupled with the above listed data aids, are critical components that direct the development of concepts and recommendations, as they are the controlling criteria for allowable lane widths, crosswalk applications, etc. Tables 2 – 5 outline this information for the state aid roads and other identified priority roadways within each growth area.

Table 2: Roadway Information – North Windham Growth Area

| Location | Average Annual Daily Traffic (AADT) | Corridor Priority | Speed Limit (MPH) |
|---|-------------------------------------|-------------------|-------------------|
| Roosevelt Trail (Route 302) N/O Tandberg Trail (Route 115) | 29,635 | 1 | 30 |
| Tandberg Trail (Route 115) E/O Roosevelt (Route 302) | 14,688 | 2 | 30 |
| River Road W/O Roosevelt Trail (Route 302). | 7,904 | 3 | 35 |

Table 3: Roadway Information – Central Windham Growth Area

| Location | Average Annual Daily Traffic (AADT) | Corridor Priority | Speed Limit (MPH) |
|--|-------------------------------------|-------------------|-------------------|
| Ward Road N/O Windham Center Road | 1,705 | 5 | 35 |
| Windham Center Road. W/O Pope Road. | 1,836 | 4 | 35 |
| Gray Road (Route 202). @ Windham High School | 6,900 | 2 | 35 |
| Windham Center Rd. @ WHS | 6,882 | 2 | 35 |
| Gray Road. NE/O Pope Road. | 6,744 | 2 | 35 |

Table 4: Roadway Information – Residential Growth Area

| Location | Average Annual Daily Traffic (AADT) | Corridor Priority | Speed Limit (MPH) |
|-------------------------------------|-------------------------------------|-------------------|-------------------|
| Tanberg Trail E/O Falmouth Road | 10,966 | 2 | 35 |
| Falmouth Road S/O Tanberg Trail | 4,344 | 4 | 35 |
| Varney Mills Road S/O Falmouth Road | 1,600 | 5 | 35 |

Table 5: Roadway Information – South Windham Growth Area

| Location | Average Annual Daily Traffic (AADT) | Corridor Priority | Speed Limit (MPH) |
|---|-------------------------------------|-------------------|-------------------|
| Depot Street E/O Gray Road (Route 202) | 1,018 | 5 | 30 |
| Main Street (Route 202) S/O Depot Street. | 7,390 | 2 | 25 |
| High Street S/O Depot Street | 566 | 5 | 25 |

In addition to the outlined roadway characteristic data, a crash history inventory was completed for the roadways in the study area. MaineDOT classifies high crash locations (HCL’s) as intersections or segments of roadways which experience eight (8) or more crashes over a three (3) year time period, and a critical rate factor (CRF) of over 1.0. The most recent three-year period from 2022 to 2024 demonstrated the following HCLs per growth area, as detailed in Tables 6 -9.

Table 6: HCL Summary – North Windham Growth Area

| Intersection/Segment Name | # of Crashes | CRF |
|--|--------------|------|
| Roosevelt Trail between Landing Road. and Franklin Drive | 16 | 1.18 |
| Roosevelt Trail between Tanberg Trail and Shaws Entrance | 45 | 2.19 |
| Abbey Road. @ Tandberg Trail. | 25 | 4.02 |
| Manchester Drive @ Tandberg Trail. | 11 | 2.24 |
| Roosevelt Trail. N/O River Rd. | 70 | 1.86 |
| Roosevelt Trail. S/O River Rd. | 15 | 1.25 |

Table 7: HCL Summary – Central Windham Growth Area

| Intersection/Segment Name | # of Crashes | CRF |
|-----------------------------------|--------------|-----|
| River Road. @ Windham Center Road | 9 | 2.5 |

Table 8: HCL Summary – Residential Growth Area

| Intersection/Segment Name | # of Crashes | CRF |
|------------------------------------|--------------|------|
| Falmouth Road. @ Varney Mills Road | 14 | 5.71 |

Table 9: HCL Summary – South Windham Growth Area

| Intersection/Segment Name | # of Crashes | CRF |
|---|--------------|------|
| Chute Road. @ Depot Street. @ River Road. | 10 | 3.39 |
| Mallison Falls Road. @ River Road | 13 | 3.86 |

As identified above, each area has identified HCLs. The diagrams created by MaineDOT will be reviewed in conjunction with the upcoming recommendation efforts. Additionally, each of the study areas were also reviewed over a ten (10) year period for both bicycle and pedestrian crashes, which are summarized below in *Table 10*.

Table 10: Bike & Pedestrian Crash Summary – All Growth Areas

| Growth Area | # of Ped Crashes | # of Bike Crashes |
|-----------------------------|------------------|-------------------|
| North Windham Growth Area | 8 | 6 |
| Central Windham Growth Area | 2 | 1 |
| Residential Growth Area | 1 | 0 |
| South Windham Growth Area | 2 | 0 |

As shown in Table 10, the majority of the bike and pedestrian crashes are located within the North Windham Growth Area.

Field Data Collection

North Windham Growth Area

The North Windham Growth Area is approximately 3.25 square miles in size and is centered around Roosevelt Trail (Route 302) and Tandberg Trail (Route 115) intersection. A portion of this area is



directly adjacent to the Arlington School property. A majority of sidewalks in the direct vicinity of the intersection varied in width from four (4) to five (5) feet, and were bituminous with granite curbs. Crosswalks at signalized intersections had pedestrian signals and pedestrian actuated buttons. However, not all buttons were located within the ten (10) inch maximum reach requirement, or are within an area considered ADA accessible.

Further from the intersection, there is an existing sidewalk network along the eastern side of Roosevelt Trail and the northern side of Tandberg Trail. This network extends to nearly the entire extent of the North Windham Growth Area. Approximately five (5) total miles of sidewalks were mapped within this area, with around 89% of the sidewalks found graded from “Excellent” to “Fair”. Although there is an existing

sidewalk along almost the entirety of the northern side of the Tandberg Trail, there are few sidewalks on the south side, thus resulting in few opportunities for crosswalks. However, it should be noted that the proposed North Windham Moves project will provide a new sidewalk along the South side of Tanberg Trail in this area.

A similar pedestrian movement issue is prevalent along the western side of Roosevelt Trail, as most existing pedestrian infrastructure largely exists exclusively along the eastern side. There are only a limited and highly segmented number of existing sidewalks along the western side of Route 302. During our field assessment, several occasions were observed where gaps within the sidewalk network resulted in pedestrians attempting to cross the road outside of allocated crossing areas instead of traversing to the nearest crosswalk. Pedestrian facilities along Route 302, adjacent to the Manchester School were generally graded as “Severe”, with portions of the sidewalk crumbling and other portions overgrown



with organic material encroaching from neighboring properties. Some areas were also found to present potential for mobility impediments. These areas will also be reconstructed as a part of the proposed North Windham Moves project. Those project limits can be found on Map 2 in Appendix 1.



*Crosswalk on school property
(Windham High School)*

Central Windham Growth Area:

The Central Windham Growth Area is approximately 3.46 square miles in size, and contains major pedestrian generators, including the Windham High School and Windham Middle School. There is also a variety of isolated residential development scattered around this growth area. No sidewalk connections currently exist between these subdivisions or residential areas and the High School. Additionally, within this area are the recreational courts and community gardens located on the eastern side of Gray Road near the Windham Fire Rescue property. Approximately five (5) miles of sidewalks and twenty-five (25) crosswalks were identified within this area, with 91.6% of the sidewalks being graded between “Excellent” to “Fair”.

Approximately half of the sidewalks and crosswalks mapped within this area are in close proximity to the Windham High School property. Sidewalks in this area are approximately 4.5 to 5.5’ wide and are bituminous

with granite curb. Sidewalks directly adjacent to the high school are concrete. It is important to note that none of the crossings within the mapped area contained pedestrian signalization such as a rectangular rapid flashing beacons (RRFB) and many landings containing detectable warning field placement that was not ADA compliant.

Residential Growth Area:

The Residential Growth Area is approximately 2.65 square miles in size and the majority of the area is zoned “Residential Medium” and “ Village Residential”. This growth area does not include any major commercial or educational pedestrian generators. 88.2% of the sidewalk in this area are graded between fair and excellent. Sidewalks in this area are mostly bituminous varying from 4.5’-5.0’ in width and are within residential neighborhoods which are typically separated by a grassed or landscaped esplanade. Zero painted/delineated crosswalks were mapped in the entirety of the growth area along public ways. There are several pockets of pedestrian facilities within the subdivisions along Varney Mill Road, one of the main collectors in this growth area. Varney Mill Road, has no defined pedestrian facilities along it and thus offers few pedestrian connections between neighborhoods. Varney Mill Road has gravel shoulders from the Falmouth Road intersection to the intersection of Tanberg Trail.



*Residential sidewalk graded ‘Good’
along Goldfinch Dr.*

South Windham Growth Area:

The South Windham Growth Area is approximately 1.11 square miles in size, and contains nearly two (2) miles of mapped sidewalks. Pedestrian facilities are largely centered along Main Street and at the Main Street-Depot Street intersection. Sidewalks in this particular area are generally in the best condition of the growth areas, with 91.4% receiving a grade of “Excellent” to “Fair”. Many of the sidewalks with the “Excellent” grade are due to new construction, or have been recently reconstructed. Sidewalks in this area range from 5.0’-6.0’ in width the curb materials varies between granite at the new construction to bituminous as you travel north.

A total of eight (8) crosswalks were located within this growth area, six (6) of which were controlled by pedestrian actuated RRFBs. There is also a segment of the Mountain Division Trail that bisects this growth area, and contains multi-use pathways that connect Windham to the surrounding, regional network.



Traversing away from the Main Street and Depot Road intersection, sidewalk grades generally decrease from “Good” to “Fair” particularly along the northern edge of the growth area. High Street intersects Depot Street, and contains a sidewalk along its western side. This segment is generally graded from “Fair” to “Poor”. Facilities located along High Street generally link the residential use areas directly to the adjacent Village District.



Closing

Sebago has completed the existing conditions inventory analysis to provide a foundation for the forthcoming public engagement process and active transportation recommendation development. Given the information contained herein, we are prepared to move to the next stage of the project to obtain input from the Town of Windham. Sebago will work with GPCOG to compile feedback and other information to develop the recommendations and conceptual plans.

In the interim, please let us know if you have any questions or considerations in response to this memorandum. We thank you for your work and continued coordination throughout this project, and look forward to its successful implementation.

Sincerely,



Bradley Lyon, PE, PTOE
Vice President, Transportation Engineering



Brett Wiemken
Planning Consultant/Project Manager

CC: Nicole Conant, PE, *Director of Project Delivery (STI)*
Aaron Radziucz, EI, *Transportation Engineer (STI)*
Maria Morris, *GIS Specialist (STI)*

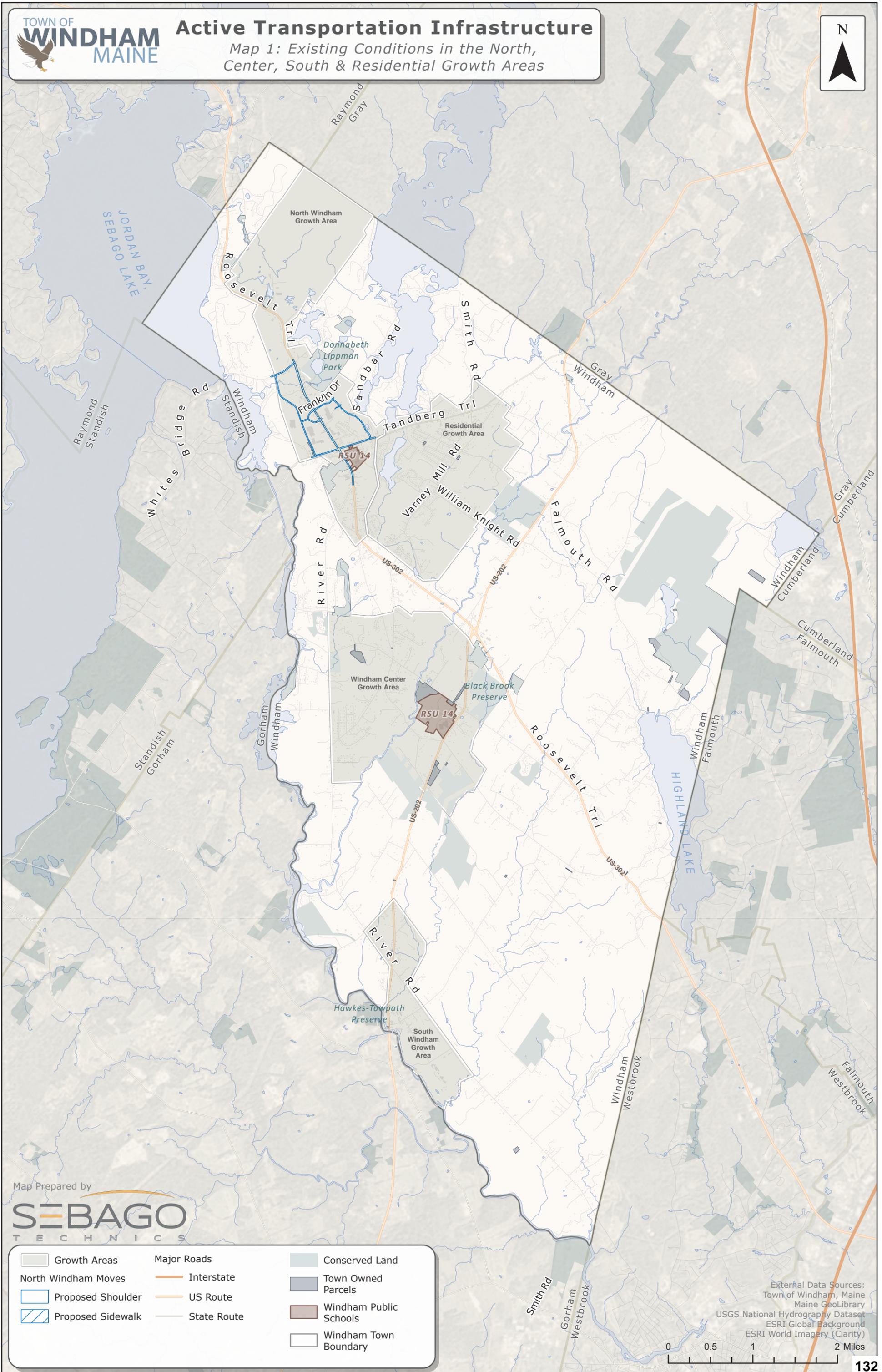
Enc:

- Appendix 1: Existing Conditions Maps
 - Map 1: Overall Windham Growth Area Location Map
 - Map 2: North Windham Growth Area Existing Conditions Map
 - Map 3: Residential Growth Area Existing Conditions Map
 - Map 4: Windham Central Growth Area Existing Conditions Map
 - Map 5: South Windham Growth Area Existing Conditions Map
- Appendix 2: Glossary of Terms & Definitions Summary
- Appendix 3: GPCOG Technical Memorandum of Document Review

Appendix 1 – Existing Conditions Maps

Active Transportation Infrastructure

Map 1: Existing Conditions in the North, Center, South & Residential Growth Areas



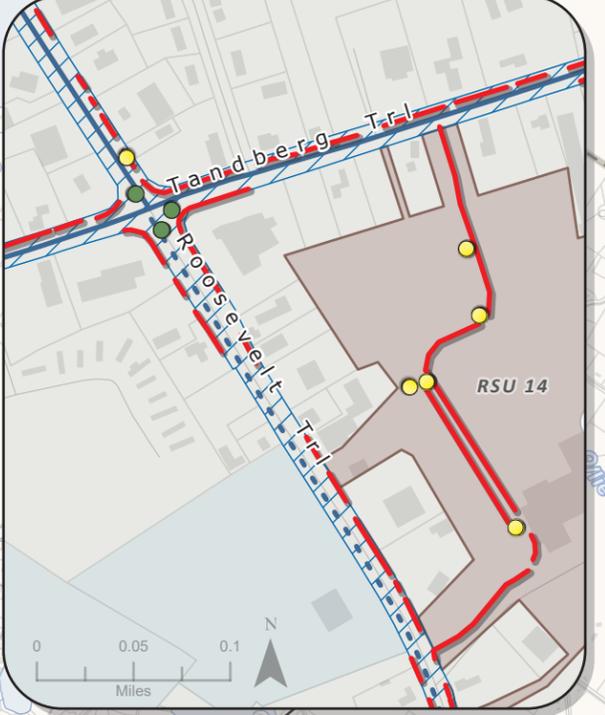
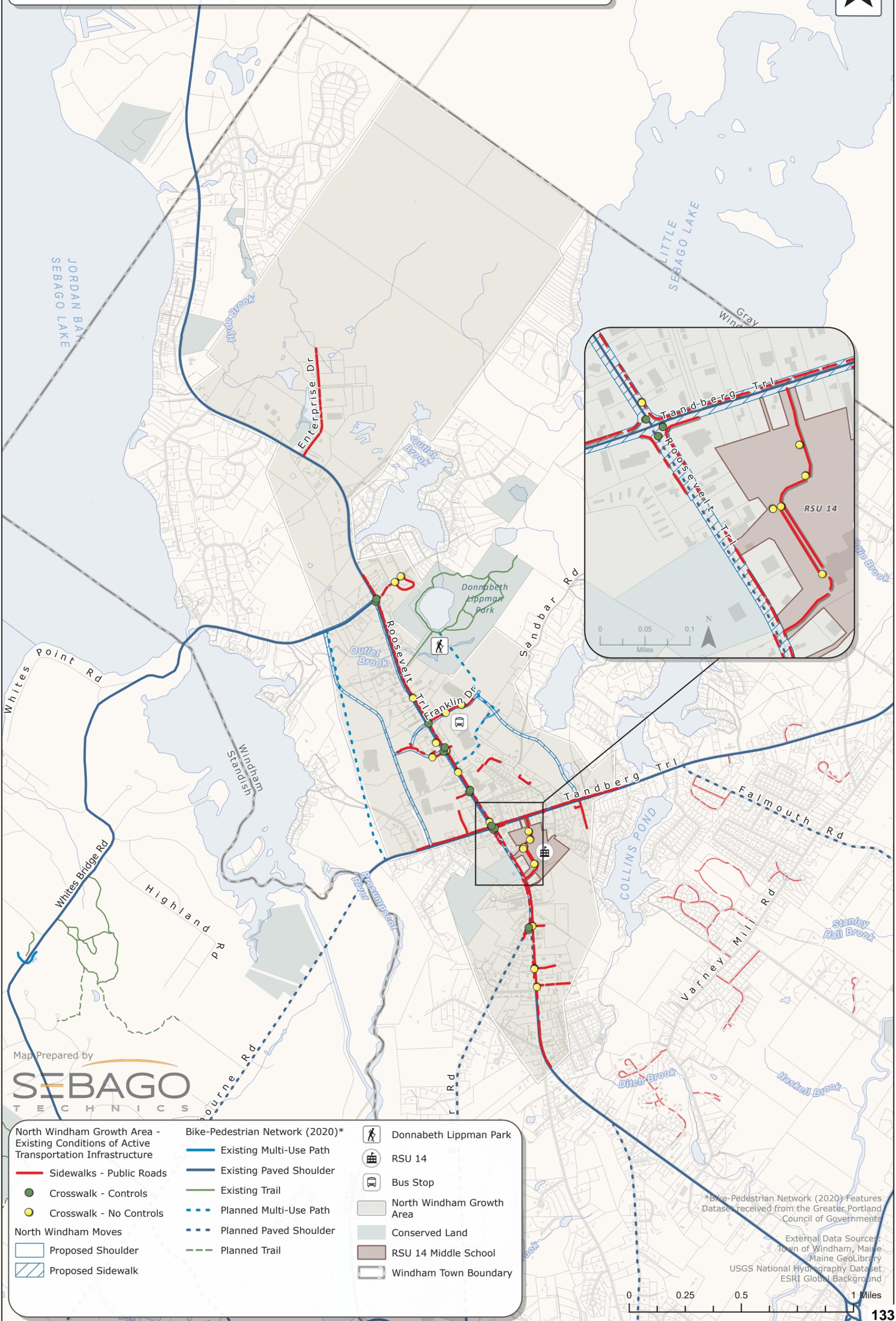
Map Prepared by

SEBAGO
TECHNICS

- | | | |
|---------------------|-------------|------------------------|
| Growth Areas | Major Roads | Conserved Land |
| North Windham Moves | Interstate | Town Owned Parcels |
| Proposed Shoulder | US Route | Windham Public Schools |
| Proposed Sidewalk | State Route | Windham Town Boundary |

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background
ESRI World Imagery (Clarity)

0 0.5 1 2 Miles



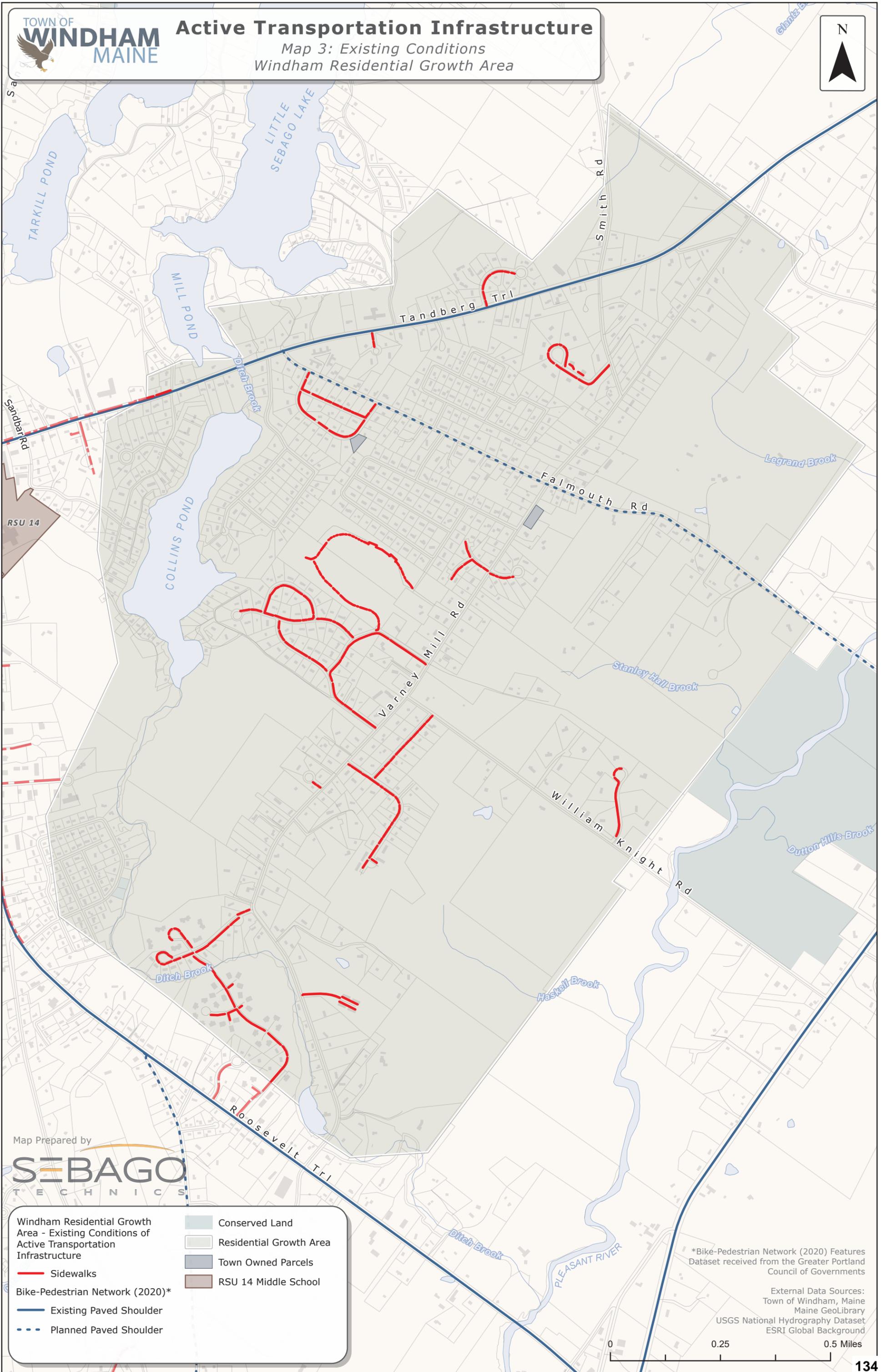
Map Prepared by
SEBAGO
TECHNICS

- | | | |
|---|---|--|
| <p>North Windham Growth Area - Existing Conditions of Active Transportation Infrastructure</p> <ul style="list-style-type: none"> — Sidewalks - Public Roads ● Crosswalk - Controls ● Crosswalk - No Controls <p>North Windham Moves</p> <ul style="list-style-type: none"> Proposed Shoulder Proposed Sidewalk | <p>Bike-Pedestrian Network (2020)*</p> <ul style="list-style-type: none"> — Existing Multi-Use Path — Existing Paved Shoulder — Existing Trail — Planned Multi-Use Path — Planned Paved Shoulder — Planned Trail | <ul style="list-style-type: none"> Donnabeth Lippman Park RSU 14 Bus Stop North Windham Growth Area Conserved Land RSU 14 Middle School Windham Town Boundary |
|---|---|--|

*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background





Map Prepared by

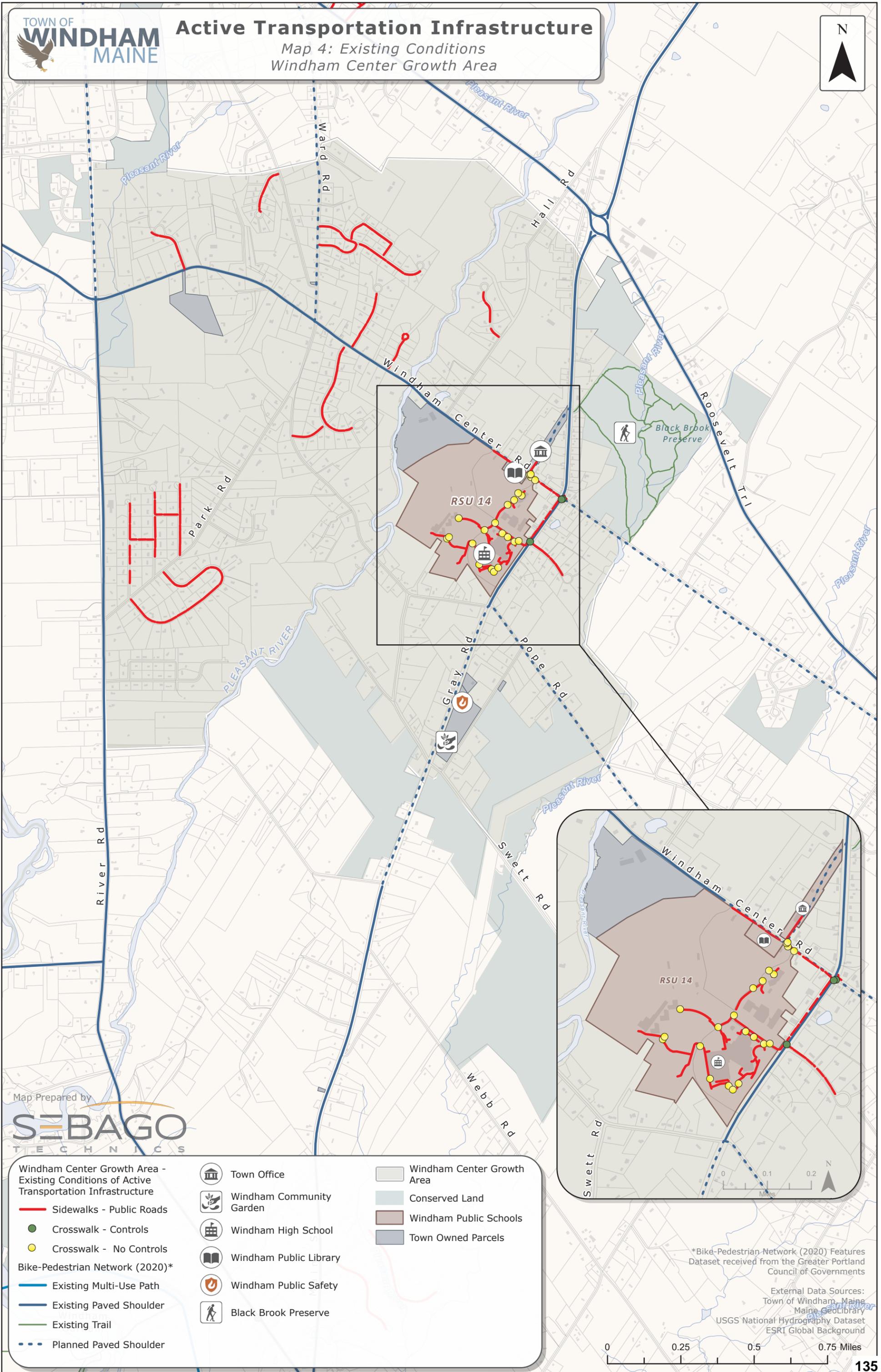


- | | |
|---|-------------------------|
| Windham Residential Growth Area - Existing Conditions of Active Transportation Infrastructure | Conserved Land |
| Sidewalks | Residential Growth Area |
| Bike-Pedestrian Network (2020)* | Town Owned Parcels |
| Existing Paved Shoulder | RSU 14 Middle School |
| Planned Paved Shoulder | |

*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background

0 0.25 0.5 Miles

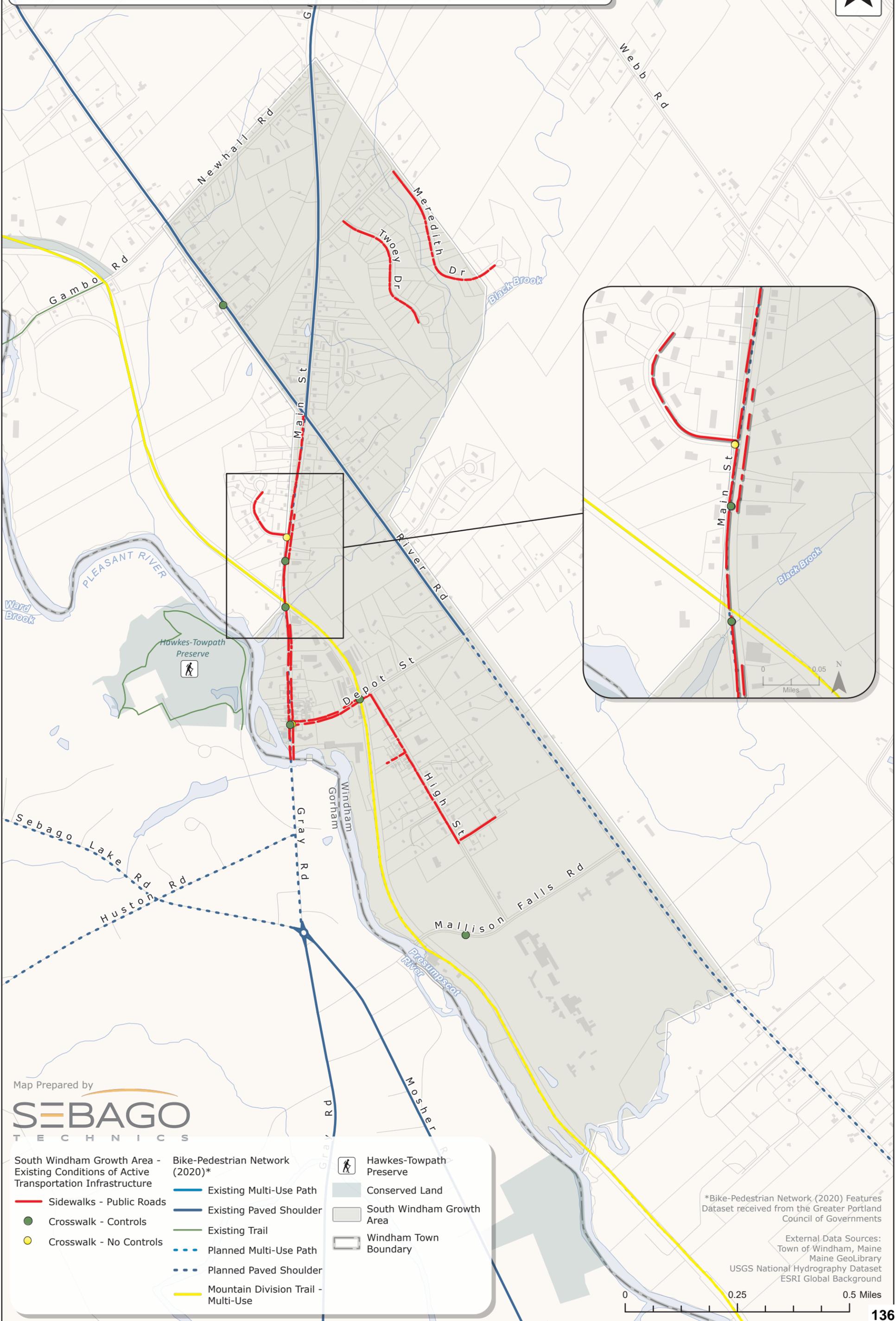


Map Prepared by
SEBAGO
TECHNICALS

- | | | |
|---|---|--|
| <ul style="list-style-type: none"> Windham Center Growth Area - Existing Conditions of Active Transportation Infrastructure — Sidewalks - Public Roads ● Crosswalk - Controls ● Crosswalk - No Controls Bike-Pedestrian Network (2020)* — Existing Multi-Use Path — Existing Paved Shoulder — Existing Trail - - - Planned Paved Shoulder | <ul style="list-style-type: none"> Town Office Windham Community Garden Windham High School Windham Public Library Windham Public Safety Black Brook Preserve | <ul style="list-style-type: none"> Windham Center Growth Area Conserved Land Windham Public Schools Town Owned Parcels |
|---|---|--|

*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine Geolibary
USGS National Hydrography Dataset
ESRI Global Background



Map Prepared by



South Windham Growth Area -
Existing Conditions of Active
Transportation Infrastructure

- Sidewalks - Public Roads
- Crosswalk - Controls
- Crosswalk - No Controls
- Existing Multi-Use Path
- Existing Paved Shoulder
- Existing Trail
- - - Planned Multi-Use Path
- - - Planned Paved Shoulder
- Mountain Division Trail - Multi-Use

- Hawkes-Towpath Preserve
- Conserved Land
- South Windham Growth Area
- Windham Town Boundary

*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background

0 0.25 0.5 Miles

Appendix 2 - Definitions and Summary Tables

Appendix 2. Glossary and Definitions

Table 2.A. Field Assessment Data Definitions

| Feature Type | Definition |
|--------------------------|--|
| Sidewalk | Designated non-motorized pedestrian way adjacent to vehicular roadway |
| Crosswalk | Designated crossing as indicated by paint striping and/or signage and crossing controls |
| Bike Lane | Designated travel lane with striping for bicycle transportation |
| Trail Intersection | Trail head locations at intersections with roadways |
| Signs & Fixed Structures | Signage and structures such as school zone, pedestrian crossing signage, and speed limit signage and radar. |
| Paved Shoulders | Paved unprotected path adjacent to roadway that may or may not be safely navigable by non-motorized and motorized users (pedestrians, bicycles, e-bikes, etc), regardless of intended use. |

Table 2.B. Sidewalk Condition Definitions

| Grade | Definition |
|-----------|--|
| Excellent | Sidewalk has no observable structural or cosmetic defects |
| Good | Sidewalk has no observable structural defects, sidewalk has some cosmetic defects |
| Fair | Sidewalk has observable minor structural defects such as cracking or rutting but is still navigable |
| Poor | Sidewalk has observable structural defects such as cracking, rutting, crumbling, that impedes navigation |
| Severe | Sidewalk has major structural defects that impede navigation and present potential hazards to users |

Active Transportation Field Assessment Database Structure

Table 2.C. Sidewalk Feature Attributes

| Condition | Width (ft) | Material | Separated (Y/N) | Tip-Down (Y/N) | Detectable Warning Field (Y/N) | Notes |
|---|--|---|--|---|--|-------|
| Excellent Good Fair Poor Severe | Width in feet measured to inside of curb | Asphalt Concrete Brick Gravel Dirt Other | Is sidewalk separated from roadway by landscaping or infrastructure? | Does sidewalk have a curb tip-down at either end? | Does Tip-Down have a Detectable Warning Field? | |

Table 2.D. Crosswalk Feature Attributes

| Tip-Down (Y/N) | Detectable Warning Field (Y/N) | Crossing Control (Y/N) | Raised (Y/N) | Notes |
|---|--|---|----------------------|-------|
| Does sidewalk have a curb tip-down at either end? | Does Tip-Down have a Detectable Warning Field? | Is there a pedestrian control device present? i.e RRFB or Pedestrian Signal | Is crosswalk raised? | |

Table 2.E. Crossing Control Attributes

| Button (Y/N) | Tactile (Y/N) | Audible (Y/N) | Flashing Lights (Y/N) | Countdown Timer (Y/N) | Time to Cross (seconds) | Notes |
|---|---|--|---|---|---|-------|
| Does the control device have a pedestrian actuated crossing button? | Does the crossing button include tactile features, such as raised directional arrows? | Does the control include audible features such as beeping or voice commands? | Does the control include flashing lights as indicators to vehicles? | Does the control include a countdown timer? | What is the time to cross (in seconds)? | |

Active Transportation Existing Conditions Summary

Table 2.F. Overall Feature Counts

| Sidewalks (approx. miles) | Crosswalks | Bike Lanes |
|------------------------------|------------|------------|
| 16 | 63 | 0 |

Table 2.G. Study Area Size (Approx. Square Miles)

| North Windham Growth Area | South Windham Growth Area | Windham Center Growth Area | Residential Growth Area |
|------------------------------|------------------------------|-------------------------------|----------------------------|
| 3.25 | 1.11 | 3.46 | 2.65 |

Table 2.H. North Windham Growth Area Summary

| Sidewalks (approx. miles) | Sidewalk Condition (% Fair – Excellent) | Crosswalks | Crosswalks w/ Controls |
|------------------------------|--|------------|---------------------------|
| 5 | 88.6% | 30 | 12 |

Table 2.I. Residential Growth Area Summary

| Sidewalks (approx. miles) | Sidewalk Condition (% Fair-Excellent) | Crosswalks | Crosswalks w/ Controls |
|------------------------------|--|------------|---------------------------|
| 4 | 88.2% | 0 | 0 |

Table 2.J. Windham Center Growth Area Summary

| Sidewalks (approx. miles) | Sidewalk Condition (% Fair-Excellent) | Crosswalks | Crosswalks w/ Controls |
|------------------------------|--|------------|---------------------------|
| 5 | 91.6% | 25 | 3 |

Table 2.K. South Windham Growth Area Summary

| Sidewalks (approx. miles) | Sidewalk Condition (% Fair-Excellent) | Crosswalks | Crosswalks w/ Controls |
|------------------------------|--|------------|---------------------------|
| 2 | 91.4% | 8 | 6 |

Appendix 3 – GPCOG Technical Memorandum of Document Review

Technical Memorandum #1

Document Review

Windham Active Transportation Plan

Table of Contents

| | |
|---|---|
| Town of Windham Publications | 2 |
| Plan Windham: Comprehensive Master Plan (2016) | 2 |
| North Windham Moves: Regional Mobility, Local Access (2022)..... | 4 |
| GPCOG Publications | 5 |
| Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine (2022) | 5 |
| PACTS Regional Complete Streets Policy (2024) | 6 |
| Appendix A: Publications & References | 8 |
| Publications..... | 8 |
| References | 8 |

Town of Windham Publications

[Plan Windham: Comprehensive Master Plan \(2016\)](#)

Future Land Use (pp. 27-30)

- ***Three Growth Areas (p. 30)***
 - North Windham
 - Envisioned to be the active mixed use, commercial center of Windham. Stretches from north of the Pleasant River along Route 302 to the Raymond town line.
 - Windham Center
 - Also known as Windham Hill and Popeville. This area serves as the civic core of the community, and as such, more walkable, connected residential development should be encouraged in this area. Located between River Road and Route 202, north of Swett Road and south of the Rotary at Routes 302/202 and south of Otterbrook Drive off River Road.
 - South Windham
 - Known as “the Village”, this area encourages additional higher density residential development, as well as local and village-scale commercial development. Located in the area immediately north, east, and south of the intersection of Route 202 and River Road.
 - A map illustrating the growth areas within the Town is available on p. 29.

The Four Big Things (pp. 31-34)

The four big things are high priority subject areas identified in the plan that summarize the results of public engagement efforts and implement the goals & strategies of the plan. These are seen as subjects that the Town Council and the community at large should prioritize in the short term.

- **Big Thing #1 – Change the game for Windham’s Growth Areas: North Windham, Windham Center, South Windham**
 - Windham needs to begin thoughtfully and proactively laying the groundwork for these three traditional activity centers to become true centers for Windham. These three areas are very unique within Windham, and these differences are great strengths that allow for different types and scales of neighborhood development that will make Windham a community for all people, ages, and economic means. This Big Thing is all about expanding the range of options available for people to choose from when considering Windham for a home or a place to start or expand a business.
- **Big Thing #2 – Create a North Windham to be proud of**

- North Windham is the economic and social center for the community. Most in the community feel that we should be building on North Windham’s success to ensure that it is successful economic and social center for future generations to come. In order to inspire pride of place and transform North Windham from a major convenience retail center to a place where people choose to spend time, play and recreate, work and live, improvements and investments need to be made. These upgrades include changes to North Windham’s transportation network, installation of new infrastructure for wastewater treatment and high speed broadband internet services and doing our best to ensure that when new development or redevelopment is proposed, sites are designed to become high-quality assets to the community.
- **Big Thing #3 – Invest in Rural Windham to keep it rural**
 - Preservation of rural character and protecting important open spaces and scenic views has been a focal point of many prior planning efforts in Windham. Getting serious about Rural Windham means making investments to purchase outright, or at least the develop rights, to the most special and iconic rural land in the community.
- **Big Thing #4 – Focus on Community Facilities and Programs**
 - Includes prioritizing the basic maintenance of existing facilities, which include roads, municipal and school buildings, and park and recreation lands, as well as address the needs of a growing community from the standpoints of athletic facilities and community center space.

Conditions and Trends

Bicycle and Pedestrian Facilities (pp. 130-132)

- Windham’s bicycle and pedestrian networks are limited. Current challenges include an incomplete sidewalk network, a lack of crosswalks and sufficient pedestrian crossing signals, large expanses of parking lots (especially along Route 302 in North Windham), a lack of safe bicycle routes and racks. Existing sidewalks are primary located in North Windham, Windham Center, and South Windham neighborhoods.
- In South Windham, sidewalks of varying condition link to existing sidewalks in Gorham, and provide access to commercial areas. In North Windham, sidewalks extend along both sides of Route 302 with some consistency, but locating pedestrian crossings is still challenging due to the sheer volume of traffic in the area and the lane configuration. In Windham Center, home to the Town Office, library, skate park and RSU 14 School Complex, there is limited sidewalk and shoulder infrastructure of varying condition. Following a similar effort by MaineDOT, the town recently adopted a Complete Streets Policy that requires the town to consider bicycle pedestrian facilities as part of any transportation project.

- There are no designated bike lanes in Windham. Routes 302 and 202 are still popular for biking with paved shoulders adequate for biking.
- The Mountain Division Trail also provides a five-mile paved trail that's connects Standish, Windham and Gorham and allows access to bicycles.

Analysis

Bicycle and Pedestrian Networks (pp. 136-137)

- In recent years, the Greater Portland Council of Governments (GPCOG) conducted a sidewalk analysis of both the North Windham and Windham Center areas. Although both assessments identify many gaps in the networks and recommend potential infrastructure upgrades for sidewalks and shoulders, there is potential to build a stronger network for bicycle and pedestrian access. Additionally, there are also opportunities for potential off-road connections for cyclists and people who want to walk or jog. Trails along existing utility corridors could be improved or even paved to provide the type of opportunities enjoyed by users of the Mountain Division Trail described above. Overhead electrical and separate buried oil and natural gas pipeline corridors all traverse Windham in north/south direction. These corridors are in close proximity in the North Windham area and generally run parallel with Route 302 on the western side of that road until they cross in the vicinity of Enterprise Drive. Overhead electrical transmission lines run from just north of Forest Lake on the Gray town line to just north of South Windham Village, roughly in a northeast/southwest direction.

[North Windham Moves: Regional Mobility, Local Access \(2022\)](#)

This study focuses on transportation improvements along Route 302 in the North Windham area. The purpose of this study is to evaluate, analyze and improve local mobility and accessibility for the North Windham Downtown District while also providing for safety and mobility improvements for regional users along the Route 302 corridor. This study will consider new local connector roads, access management, and corridor & intersection improvements for all transportation modes.

Recommendations (pp. 35-42)

- The study recommends several opportunities to improve mobility for all users in North Windham. Examples include:
 - East Connector Road, Middle Connector Road, West Connector Road (pp. 35-36)
 - Construction of three new connector roads to direct traffic off of Route 302 with the intention to serve as local roads providing access to local businesses.
 - These roads will include 3 ft. paved shoulders and 5 ft. sidewalk on one side, and 10 ft. multiuse paths on the other side.

- Formalizing Local Streets (p. 36)
 - Transforming accessways into local streets, complete with sidewalks, street trees, and lighting. Provides access to recommended connector roads system.
- Route 302, Route 35/155, Improvements (p. 37)
 - Improvements include building new sidewalks in all areas where sidewalks are not currently present. Rebuild existing sidewalks that are not compliant, lack curb reveal or have major obstructions within their walking space. Provide crosswalks at all signalized intersection approaches with ADA compliant sidewalk landings and ramps.
- Whites Bridge Road Improvements (p. 37)
 - Improvements include a new 10 ft. multiuse path connecting the new intersection at West Connector Road with Route 302.
- Traffic Calming Opportunities (p. 40)
 - Installing traffic calming tools such as speed tables, raised crosswalks, raised intersections, etc. along the recommended connector road segments.

GPCOG Publications

[Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine \(2022\)](#)

Federal law requires that all urbanized areas with populations over 50,000 in the United States develop a long-range transportation plan (LRTP) to maintain eligibility for federal programs. The LRTP serves two major functions:

- It establishes the collective vision and goals of the region.
- It guides decision-making and prioritizes investments.

Vision & Goals (pp. 87-93)

- Our Vision: All people have access to transportation choices that are safe, reliable, and environmentally responsible. The transportation system optimizes infrastructure, reduces harm to the environment, and supports great places and a thriving economy.
- Our Goals:
 - Provide Equitable Access
 - Support Great Places
 - Improve Safety
 - Expand Choices
 - Protect the Environment

- Optimize Infrastructure

The Bicycle & Pedestrian Network (pp. 28-31)

- Complete Streets (p. 29)
 - Complete Streets provide convenient, safe, and equitable access on our roads for all users.
 - Roads that are planned and designed using a Complete Streets approach often include: sidewalks, frequent and safe crossings, accommodation for bikes (bike lanes, shared lanes, or paved shoulders), accessible transit stops, and narrower travel lanes to slow traffic, among other features.
 - Page 30 illustrates the bicycle & pedestrian network in the PACTS region and shows both existing and proposed on and off-road facilities.
- Regional Off-Road Routes, including the map on p. 31
 - Several local groups are advocating for the build out of a regional off-road trail network that would connect multiple communities and key destinations in the region.
 - The proposed Mountain Division trails would be built along rail corridors.

Roadway/Multimodal Fiscally Constrained Projects (pp.121-123)

- Federal regulations require the LRTP to include a list of projects that are within our fiscal constraints over the next 20 years. Projects included in the LRTP are aligned with the LRTP's goals; however, inclusion in the plan does not guarantee a project will be funded. Funding decisions are ultimately made when PACTS and MaineDOT select projects for the Transportation Improvement Program (TIP). [Mountain Division Rail-Trail - Sebago to the Sea](#) (Windham to Bridge St. in Westbrook) was identified as a fiscally constrained project and included in the plan.

[PACTS Regional Complete Streets Policy \(2024\)](#)

Goals (p. 4)

- The goals of the PACTS Regional Complete Streets Policy are:
 - Consider All Users
 - Complete the Network
 - Promote Great Design
 - Apply to All Projects and Phases

Key Principles (p. 4)

- Key principles provide direction and inform the process of identifying, screening, prioritizing, and implementing transportation projects.
 - Safety: Ensure safety for all street users
 - Space: Support the needs of all users

- Balance: Balance mobility needs between modes
- Appropriateness: Complement surrounding land uses, environment, and community
- Sustainability: Address air and water quality
- Equity: Ensure equity

All Projects and Phases (p. 6)

- Every transportation improvement project should be approached as an opportunity to create safer, more accessible, and connected roadways for all users. This policy applies to all phases of project development including planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, and operations as well as any cross-sectional change to transportation facilities within street rights-of-way such as capital improvements, re-channelization projects and major maintenance such as resurfacing, repaving, restriping, and rehabilitation.

Design Guidelines (pp. 8-9)

- Municipalities are encouraged to consult best practices' design guidelines, standards, and resources—including, but not limited to, the [design publications recommended by FHWA](#) and the PACTS resources:
 - [PACTS Update to Regional Bicycle and Pedestrian Facility Design Guidelines-Region of Portland, Maine, 2015](#)
 - PACTS Regional Complete Streets Guidebook, to be completed in 2025

Appendix A: Publications & References

Publications

- [Plan Windham: Comprehensive Master Plan, 2016 Update](#)
- [North Windham Moves: Regional Mobility, Local Access](#)
- [Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine](#)
- [PACTS Regional Complete Streets Policy](#)

References

- Plan Windham: Comprehensive Master Plan, 2016 Update
 - Future Land Use map, p. 29
- Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine
 - Regional Off-Road Routes map available on p. 31
 - Project application: Mountain Division Rail-Trail - Sebago to the Sea (Windham to Bridge St. in Westbrook), Appendix C, p. 64
- PACTS Regional Complete Streets Policy
 - FHWA-recognized publications, <https://www.fhwa.dot.gov/design/altstandards/>
 - [PACTS Update to Regional Bicycle and Pedestrian Facility Design Guidelines-Region of Portland, Maine, 2015](#)



APPENDIX B

Summary of Public Survey

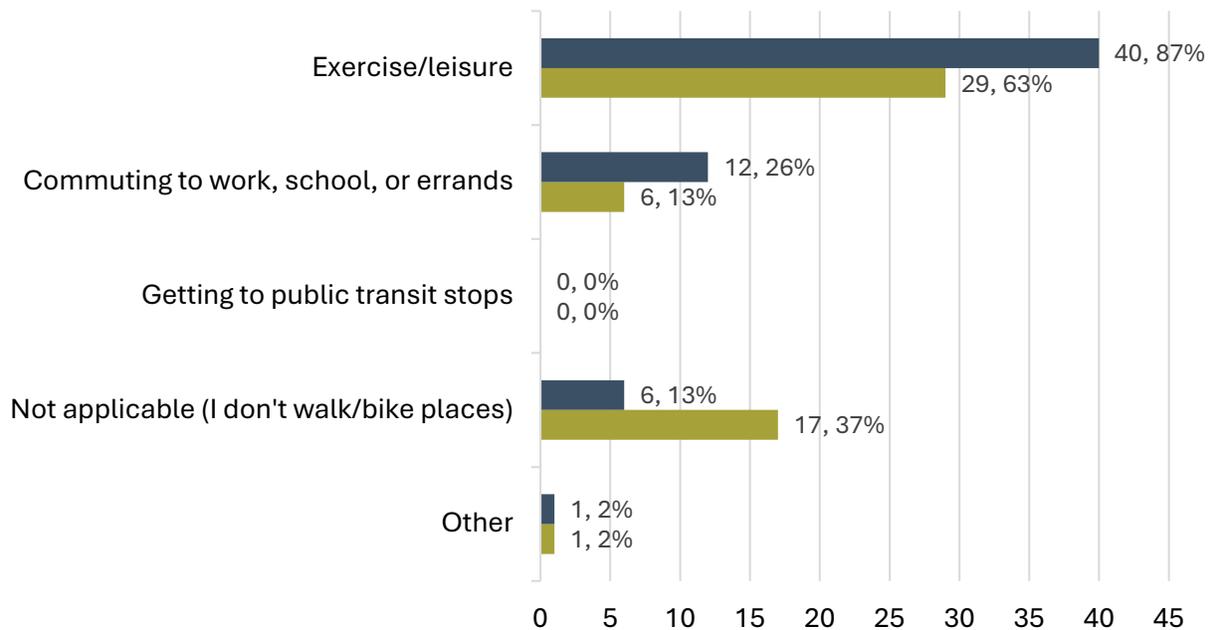
Windham Active Transportation Plan Survey Analysis

Introduction

A survey was conducted in December of 2025 to gather public input for the Windham Active Transportation Plan. The survey received 46 responses, providing insight into residents' walking and biking habits, perceived challenges, and potential improvements for active transportation in Windham. This report presents the findings of the survey. It is important to note that this is a relatively small sample of Windham residents so results may not be representative of Windham as a whole.

Q1 & Q2: Reasons for walking & biking

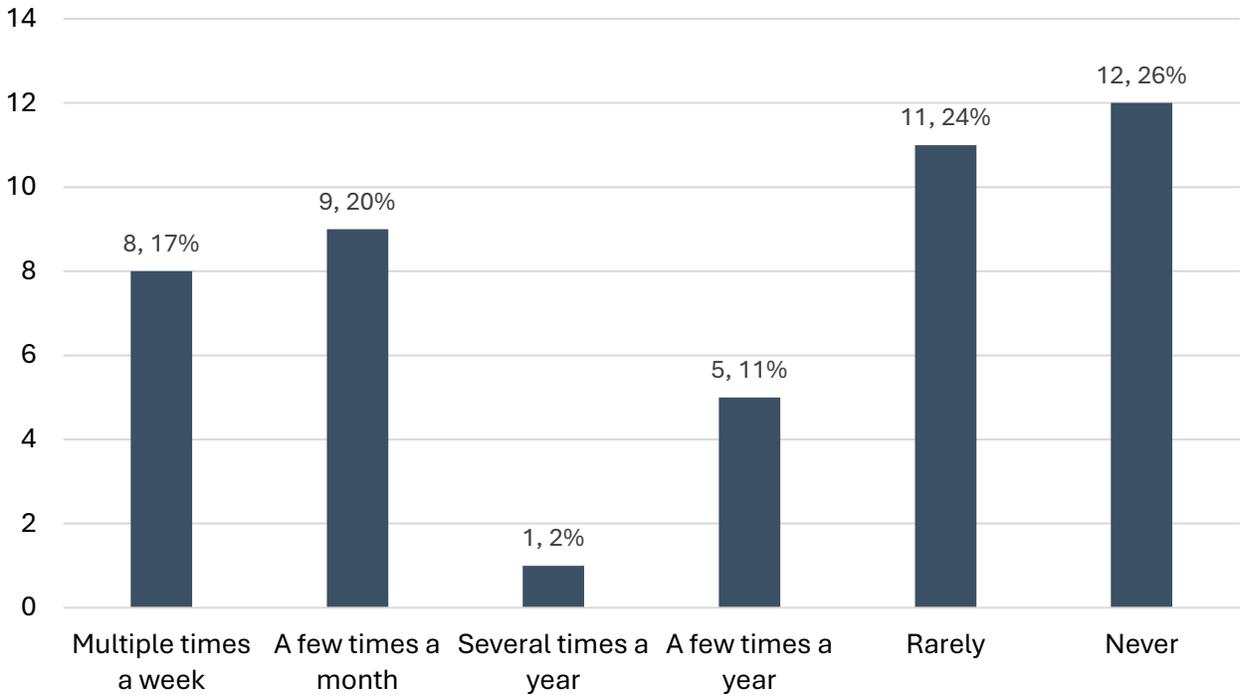
Why do you walk and bike in Windham?



Summary: More respondents walk than bike, with 87% (40 respondents) reporting that they walk and 63% (29 respondents) reporting that they bike. Five respondents indicated that they neither walk nor bike. All respondents who walk or bike reported doing so for exercise/leisure. Additionally, 26% (12 respondents) walk and 13% (6 respondents) bike to commute. No respondents walk or bike to access transit stops. One respondent noted that they walk/bike on Windham roads to get to trails.

Q3: Frequency

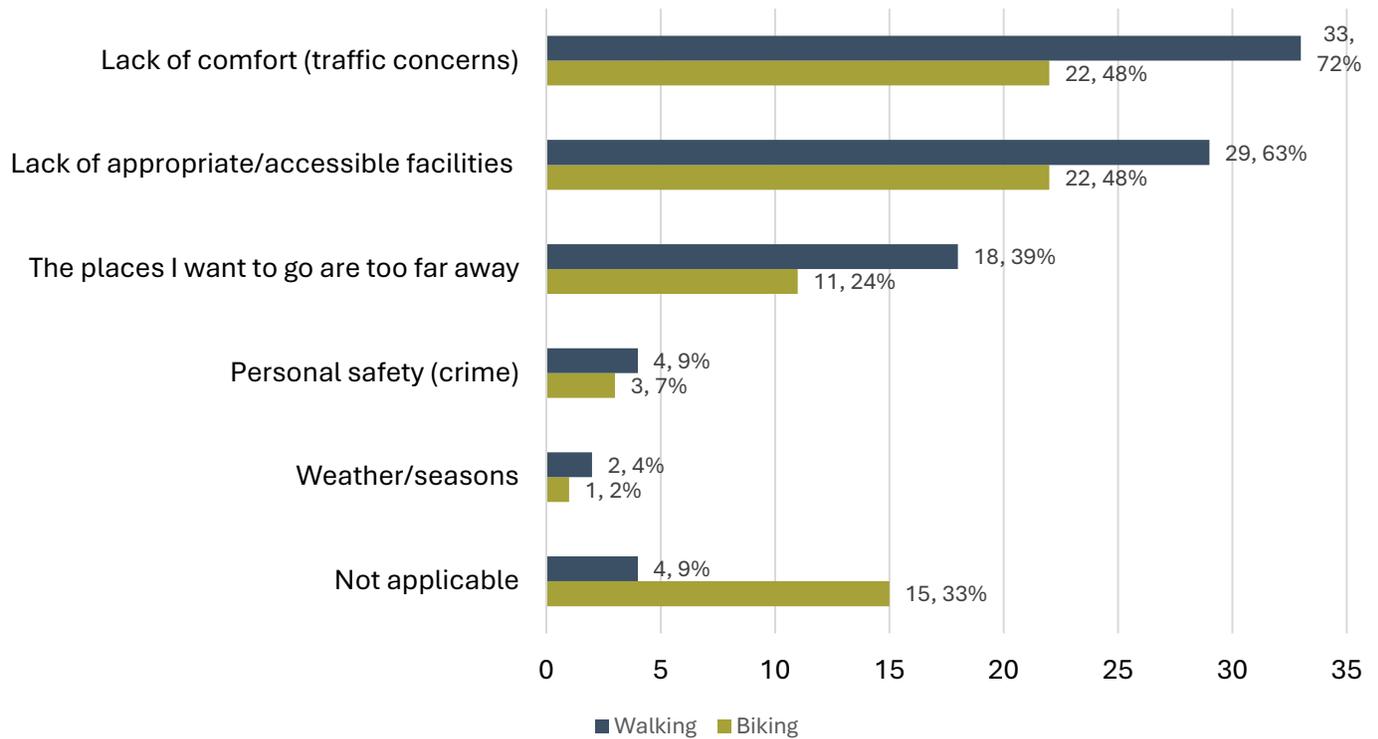
How often do you walk or bike to your destination in Windham?



Summary: Around 70% (34) of respondents walk or bike to their destination in Windham at least some of the time, with half of those people doing so relatively often (a few times a month or more), and half doing so less frequently.

Q4 & Q5: Barriers

What barriers prevent you from walking and biking as often as you would like?



Summary: Pedestrians and bicyclists identified similar barriers that prevent them from using these modes. Both identified traffic concerns and lack of facilities as the top concerns. Distance was a barrier as well, while relatively few people identified personal safety as a barrier. In addition to the options given in the survey, 2 respondents identified winter weather as a barrier to walking and/or biking.

Q6: Improvements

What improvements to Windham’s biking or walking facilities do you believe would be most effective at encouraging more residents to walk or bike to their destinations?

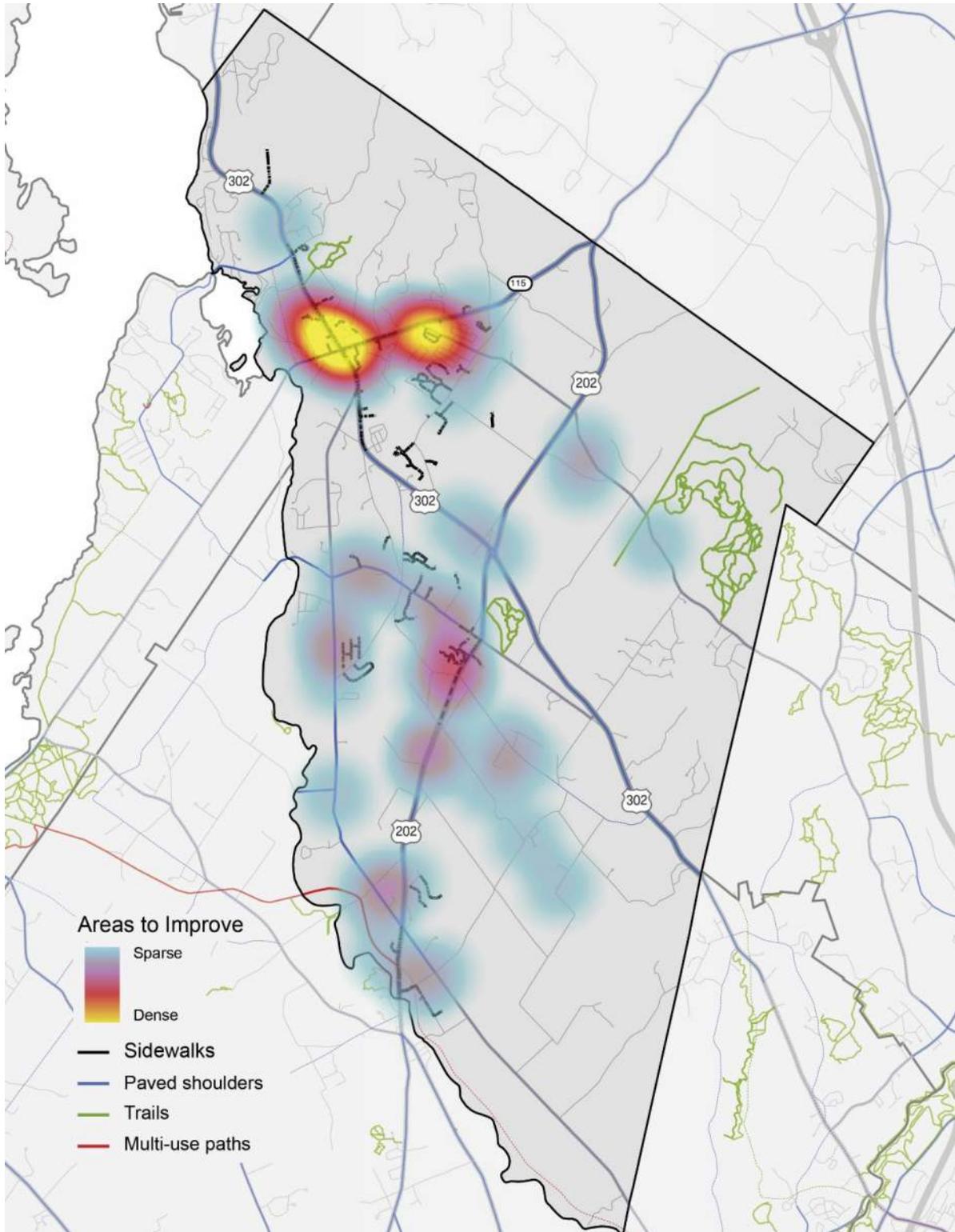
Summary: By far the most cited improvement is the expansion of sidewalks, with more than half of respondents identifying this as a measure that would encourage an increase in active transportation. Respondents emphasized the need to improve connectivity to village and commercial areas such as North Windham and South Windham and around schools. They noted the importance of ensuring the usability of these sidewalks through the presence of safe and well-marked crosswalks, particularly in busier areas like North Windham.

More respondents mentioned pedestrian walking facilities than bicycle facilities (corresponding with the lower rate of cyclists that responded to the survey). However, 5 respondents expressed a desire for expanded bike lanes, and 3 identified a need for wider shoulders for biking and/or walking.

Respondents expressed that general traffic calming, lowering of speed limits, and enforcement of speed limits would increase their sense of safety while walking and biking, particularly along busy corridors and in more commercial areas.

Q7: Improvements (locations)

What places need bike/pedestrian improvements?



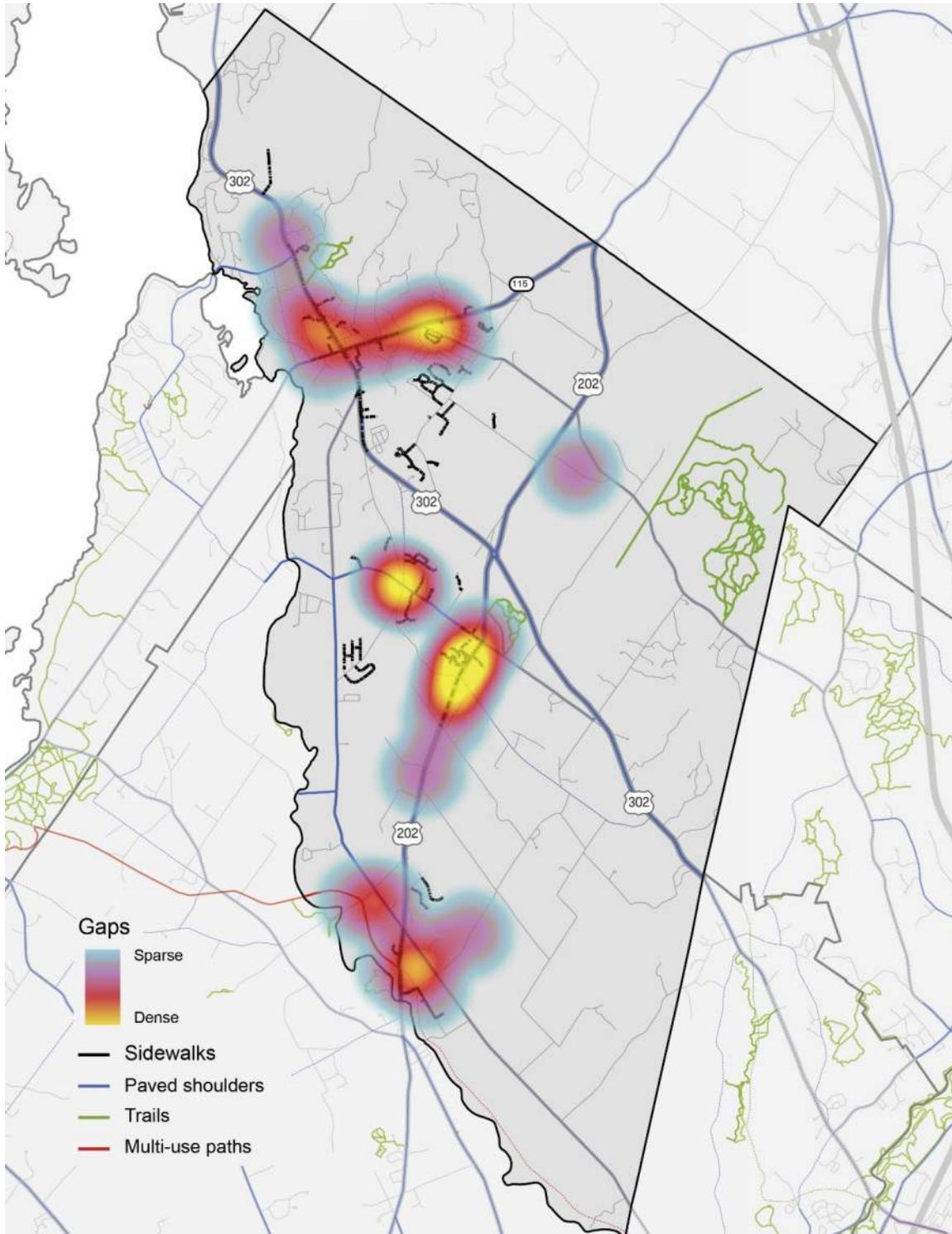
Summary: Respondents submitted 67 locations that they believe would benefit from bicycle/pedestrian improvements. These locations were heavily concentrated in North Windham, with approximately half of all submitted points located in this area. Five respondents (7%) pinpointed the intersection of Rt 302 and Rt 115 as an area that needs improvement, and 14 (21%) more points were submitted in the surrounding area along Rt 302, Rt 115, and Manchester Rd. Respondents noted challenges posed by high traffic volumes and speeds, combined with the need to access nearby businesses and other resources in the area. They cited a lack of adequate sidewalks and crosswalks, and a general need for traffic calming infrastructure or enforcement in this area due to limited motorist compliance with existing pedestrian facilities.

An additional 13 points (19%) were located nearby in the vicinity of the intersection of Rt 115 and Falmouth Rd. Respondents expressed a desire to extend sidewalks along Rt 115 and to a lesser extent Falmouth Rd, noting that the absence of facilities makes it difficult to safely access nearby businesses without a vehicle.

The remaining locations were more widely distributed, primarily along River Rd, Windham Center Rd, and the southern section of Rt 202. Respondents raised concerns about the lack of sidewalks and bicycle facilities on high-speed, high-volume roadways, particularly in proximity to schools.

Q8: Gaps (locations)

Where would you like to see new sidewalks or bike facilities? Where are there gaps in the current system?

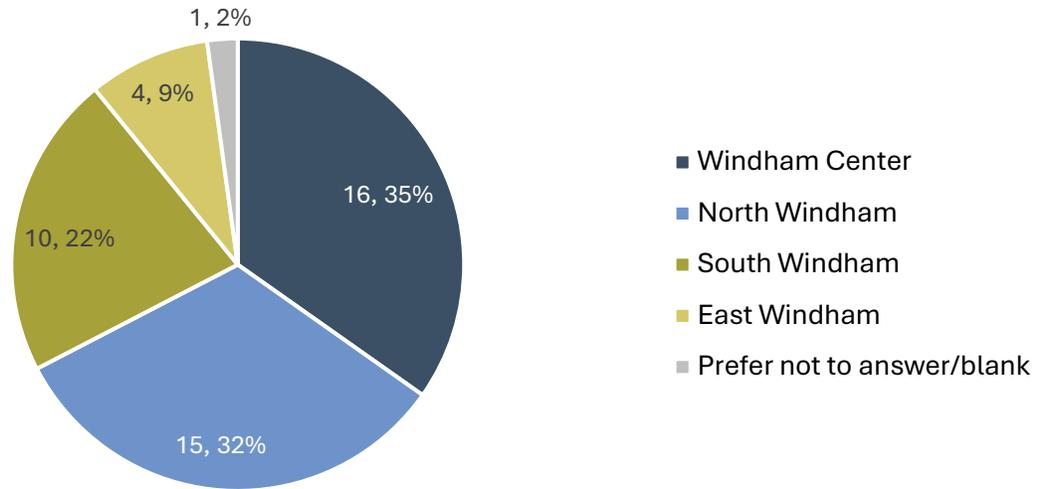


Summary:

Respondents identified 26 locations of gaps in the current active transportation network that would benefit from pedestrian and/or bicycle facilities. These locations were more dispersed than the improvement locations discussed above, although hotspots occurred along Rt 202 near Windham High School, along Rt 302 and Rt 115, on Windham Center Rd, and in South Windham. Seven respondents (27%) identified a need to expand sidewalks near the Windham High School, particularly between the high school and Moody Courts/Windham Skatepark. Nine respondents (35%) identified a need to connect existing sidewalks and expand sidewalks further in North Windham in the vicinity of Rt 302 and Rt 115. They also emphasized the need for safe and adequate crosswalks to connect both existing and expanded sidewalks. Three respondents (12%) identified a need for better bicycle/pedestrian facilities on Windham Center Rd, noting its narrow shoulders and importance in connectivity to the new middle school, library, high school, and Mountain Division Trail. Six gap locations (23%) were identified in South Windham, with one respondent noting the importance of better connectivity to the Mountain Division Trail.

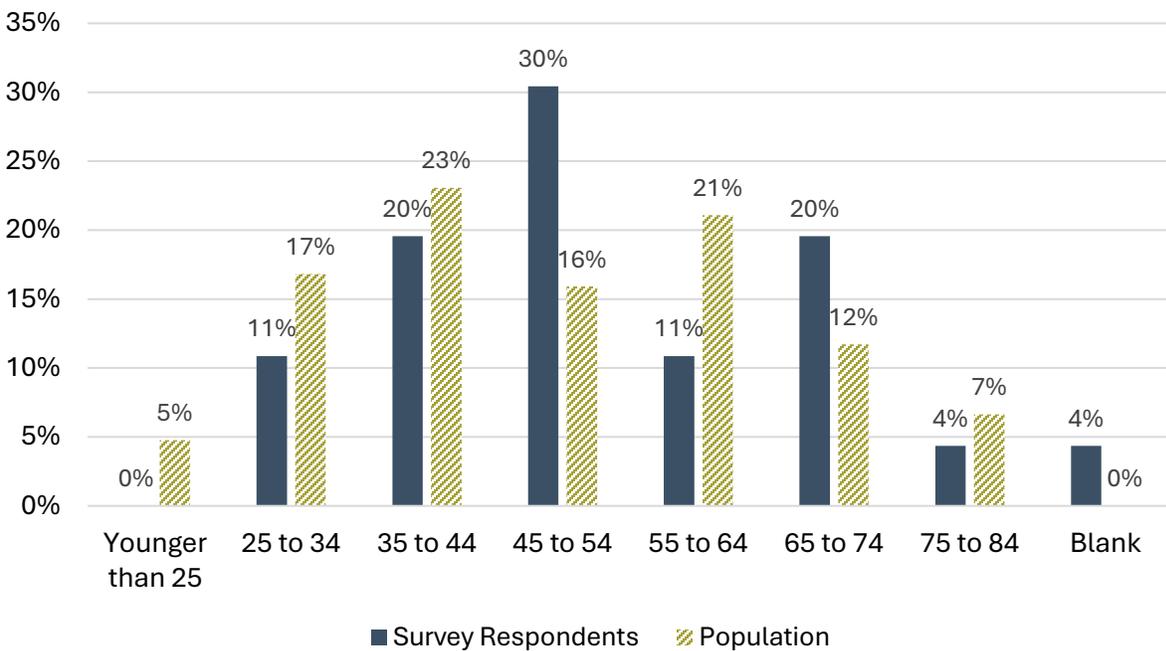
Q10: Residence

Where do you live in Windham?



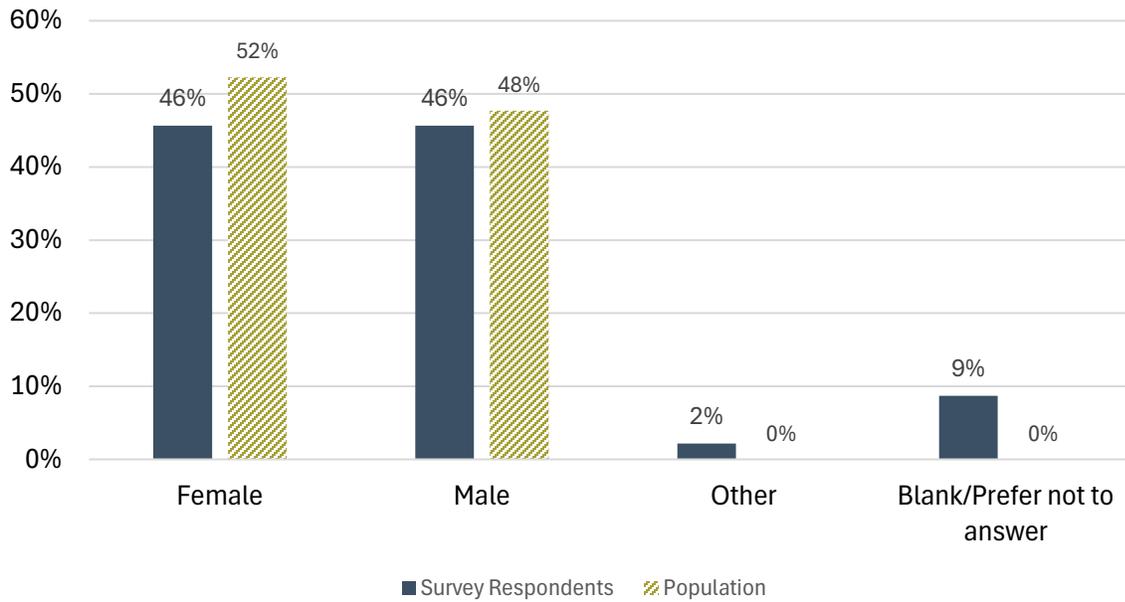
Q11: Age

What is your current age?



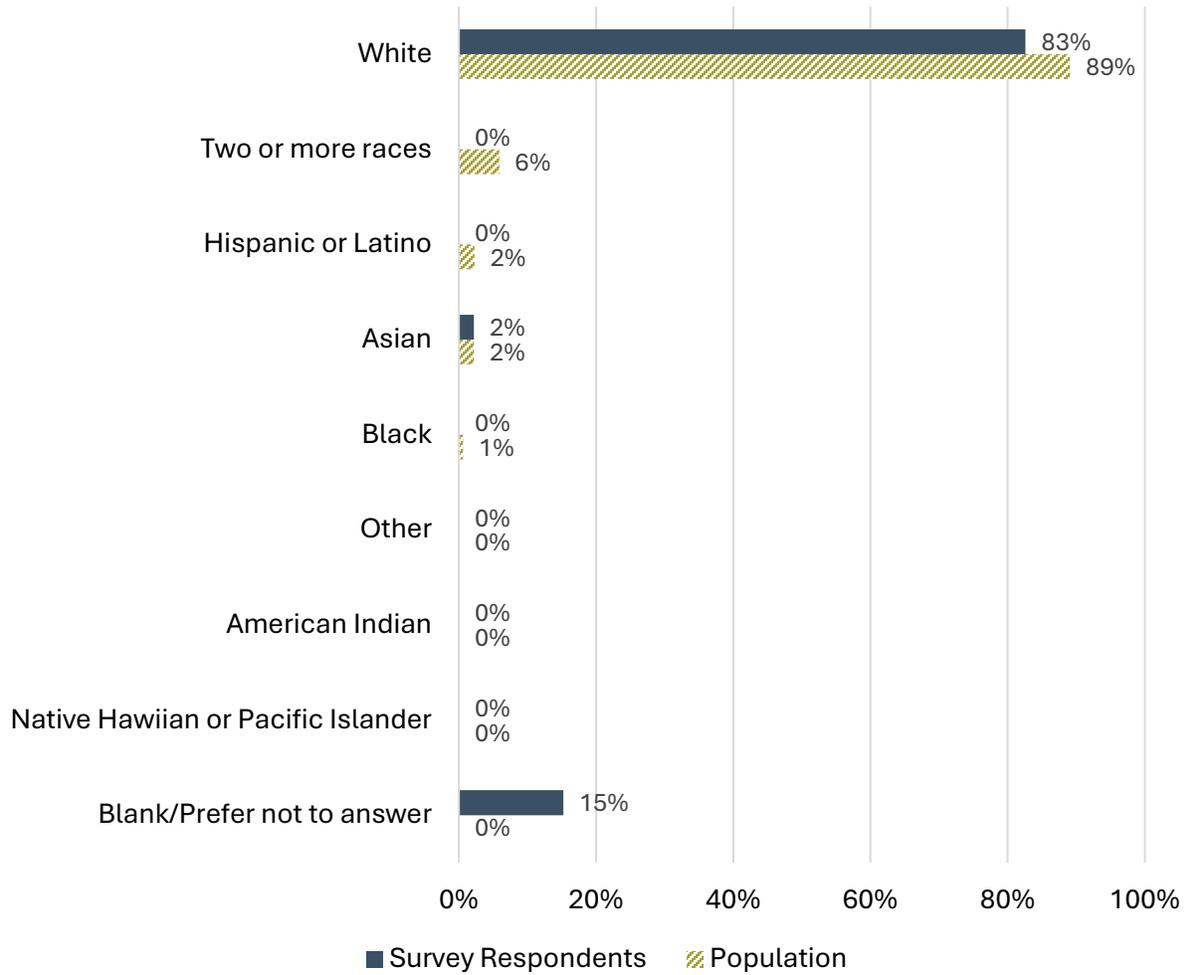
Q12: Gender

What is your gender identity?



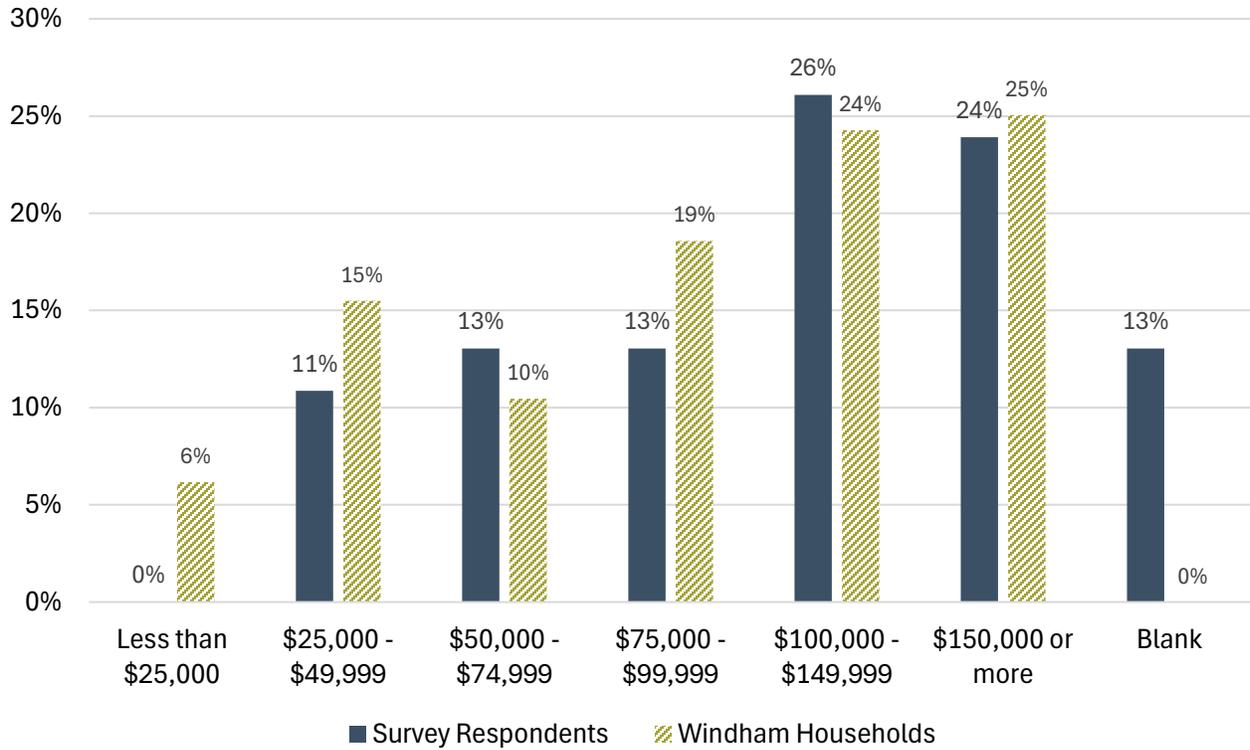
Q13: Race/Ethnicity

Which of the following best describes your race/ethnicity? Select all that apply.



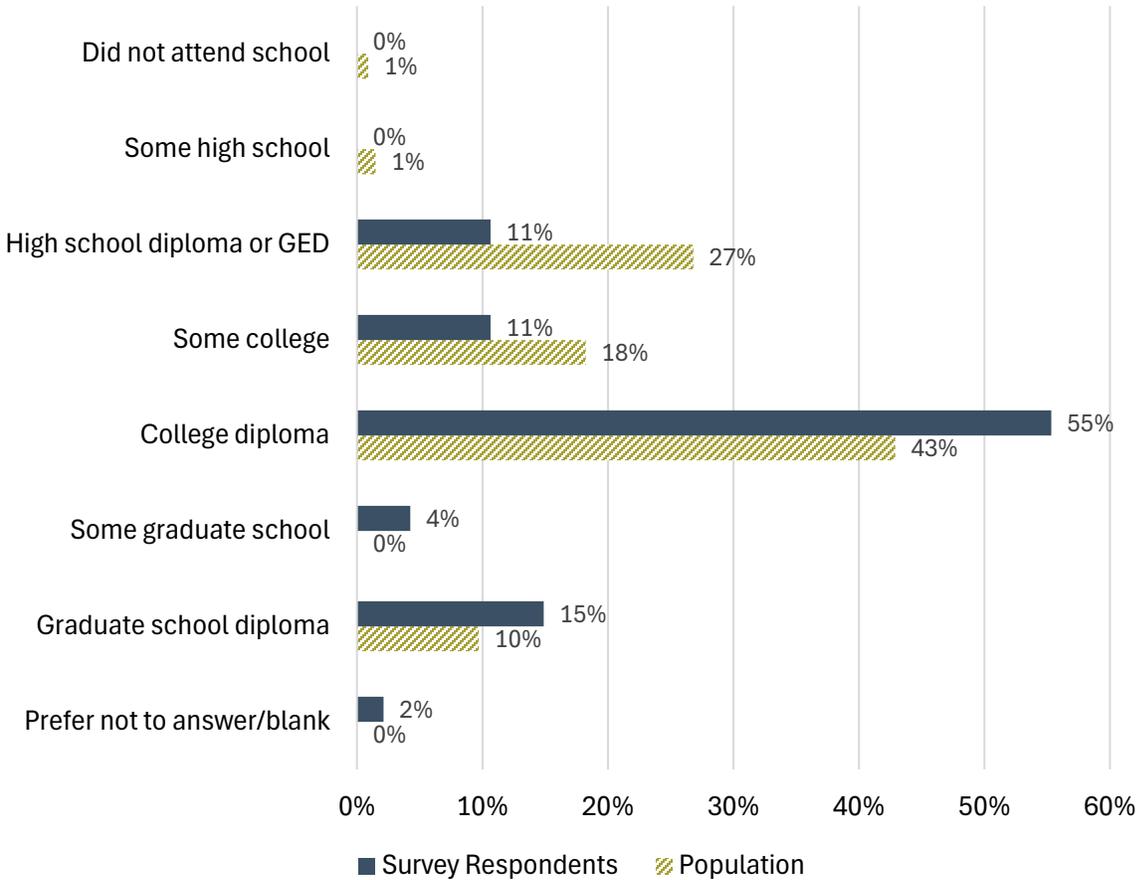
Q14: Income

What is your approximate yearly household income?



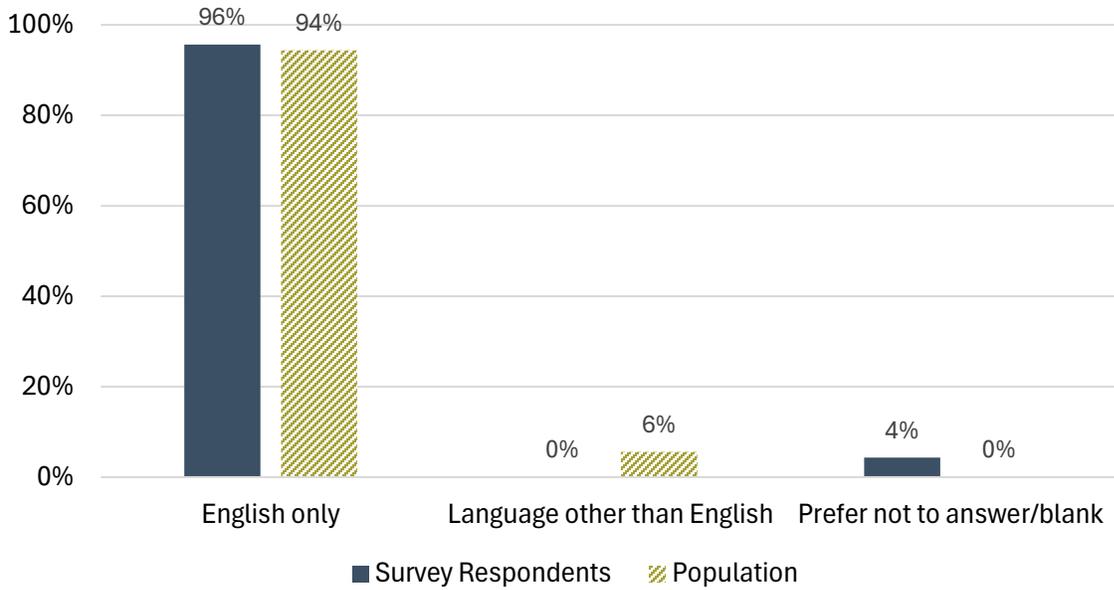
Q15: Education

What best describes your educational experience?



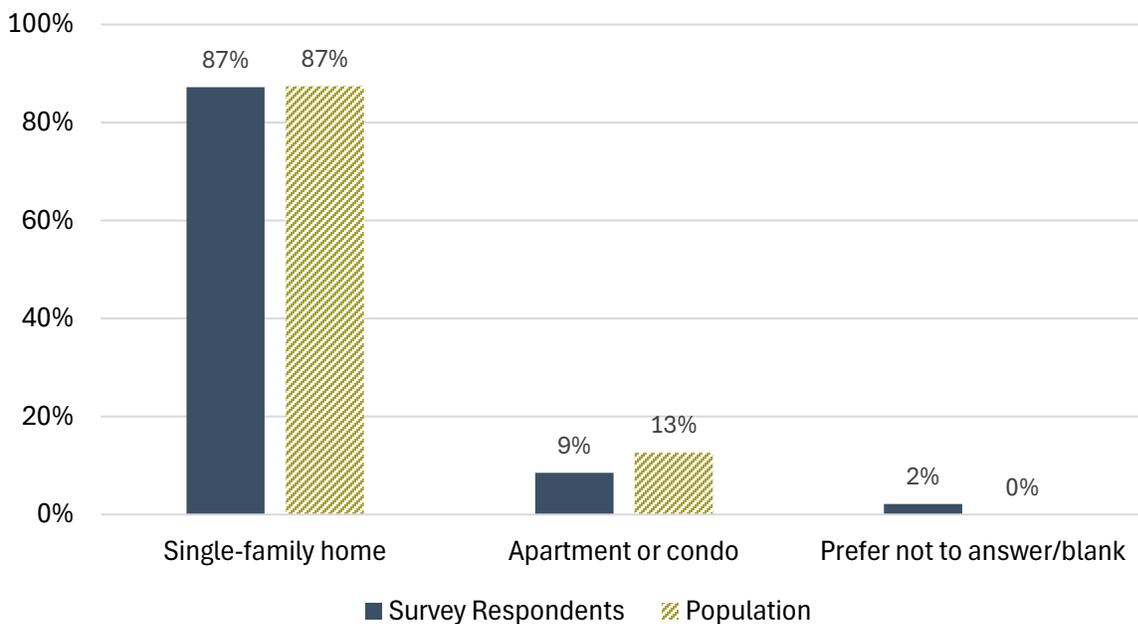
Q16: Language

What language(s) do you speak at home?



Q16: Housing

What type of housing do you live in?





Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-029

Agenda Date: 3/10/2026

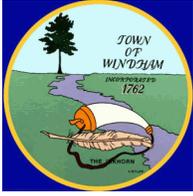
Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Discussion Item

Parks & Recreation Department Update.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-025

Agenda Date: 3/10/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Discussion Item

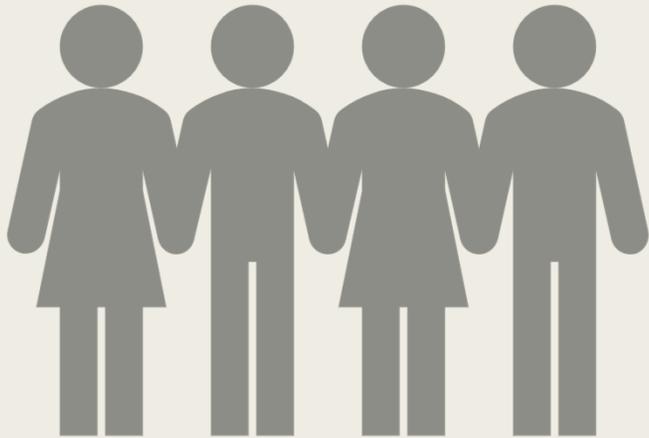
Agenda Number:

Proposed Community Center Update.

Barry Tibbetts, Project Manager, to present.

WINDHAM COMMUNITY CENTER COUNCIL UPDATE

March 10th



Agenda WCC

- Meeting Schedule

- *January 21, 2025,* *April 15th, 2025,* *January 10th, 2026*
- *February 1, 2025,* *May 29th, 2025,* *January 20th, 2026*
- *February 18, 2025,* *November 12th, 2025,* *January 29th, 2026*
- *March 18, 2025,* *December 16th, 2025,* *March 3rd, 2026*

- Charge of Committee. (Committee established by Council, December 2024, appointed members Q1, 2025)
- Flash Survey Results
- Space analysis
- Design options, and floor layout
- Financing Options
- Recommendations by Committee
- Necessary Materials for education of voters
- Timing on voting

Windham Middle School Committee Charge

1. **Utilize the community engagement results** from the study conducted in August 2019 which **identified the need to create a multigenerational home for all residents**, that enhances the quality of life for Windham, provides flexible spaces for a range of activities, and is a self-sustaining business practice that fosters fun.
2. **Incorporate the migration of the services and space** required for the Windham Library, Parks & Recreation Department, Social Services/Food Pantry facility and Medical Loan Closet facility into the new spaces as well as flexible spaces for the community to engage in various activities.
3. **Committee shall evaluate and consider adaptive reuse plans** by peer communities as templates as it considers proposing future uses for the facility and develop a conceptual plan within the boundaries of the existing building.
4. **Reorganize/repurpose the facility space** to improve the employee work experience and customer service experience that encompasses health and safety, e.g. access, egress, security, etc.
5. **Perform a complete review of the condition, strengths and weaknesses of current facilities** and how they relate to current and future Town needs.
6. **Recommend improvements to current building structures as appropriate for initial uses** and possible phased uses.
7. **Provide an operational budget for the facility, including maintenance, manpower, debt structure, with revenues/expenses.**
8. Report regularly to Council at their meetings during Committee Reports.

Community Survey

- Over the past several years a few Town surveys have been used to gauge public interest. The Committee utilized this information for incorporating key functions. A Flashvote survey was utilized to “fine tune” the options to this point.
- Results of the Flash Vote. 1st Round available end of week
- Prior community surveys in 2017-2019, 2025 indicated a strong desire for a Multi-generational Community Center

Space allocation for Middle School

This review identified existing spaces by department/function, and future concept spaces.

| Description | Year Built | Existing Square Footage | Proposed Square Footage | Square Footage Increase | Increase / Decrease |
|-----------------------|------------|-------------------------|-------------------------|-------------------------|---------------------|
| Parks and Recreation | 1910 | 2,488 | 30,847 | 28,359 | 1139% |
| Library | 1971 | 11,000 | 15,934 | 4,934 | 45% |
| Municipal (Town Hall) | 1910 | 10,739 | 15,154 | 4,415 | 41% |
| Social Services | 1926 | 1,471 (1964) | 3,819 | 2,348 | 159% |
| | | | | | |

All three buildings had completed an in-depth review of the facilities in 2013 by independent Architectural companies. That information was used in the analysis of space usage, life and costs.

Recreation Space Analysis - Summary

- The work completed by the Community Center Committee established in 2017 and submitted to Council in 2020 was used to identify key function and programming areas for a successful center. Those concepts were incorporated within the design.
- Review of similar Community Center Buildings that have been successfully converted from a school or municipal building to a center.
- Visiting other municipal community centers that were converted. (Westbrook and Gorham).
- Research completed by staff and community members.
- Space allocation was not assigned to single uses but set as programmable space for various functions better enabling future growth and space utilization.

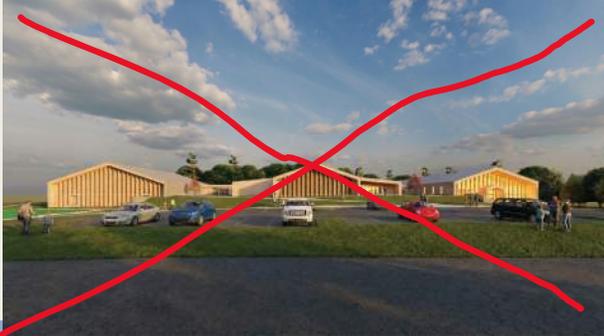
Town Hall and Social Services Space Analysis Summary

- The Town Hall space was allocated by current usage and revamping space to be more efficient.
- In redesigning the locations of the departments within a new building and the functionality of services provided, space was saved (found) and this re-assigned space allows for the future.
- The current building was reviewed for future repairs, current costs of maintenance and necessary staffing to maintain.
- Social Services space was in need of providing an economic work area for delivery and pick-up, usable workspace, delivery of services under “one roof”. This new space provides for privacy of services.

Library Space Analysis- Summary

- We used national, state and local data trends to review options for space utilization
- National standards for space allocation range from .04 to 1.25 per capita depending on what part of the country, population density, & local
 - *Preferred range for Windham is .07 to .09 which yields around 15,000 sq ft for a stand alone building. Per capita range used was .08.*
- Local data (examining 12 libraries and their space allocations)
 - *Analysis included 12 libraries, dropping the highest and lowest then averaging, this yields approximately 15,000 sq ft.*
- **Both methods indicate that 15,000 sq ft is a reasonable number.** This number provides for programming space and future growth. Additional programming space is available within the center. The locating of this facility within the proposed community center additionally provides, reduced operating costs, and long-term building costs.
- The increase in new library space is slightly larger than the size of the “Pratt Abbot Garment Care at 835 Roosevelt Tr” or “Northstar Mortgage at 625 Roosevelt Tr”. (4934 sq ft increase)

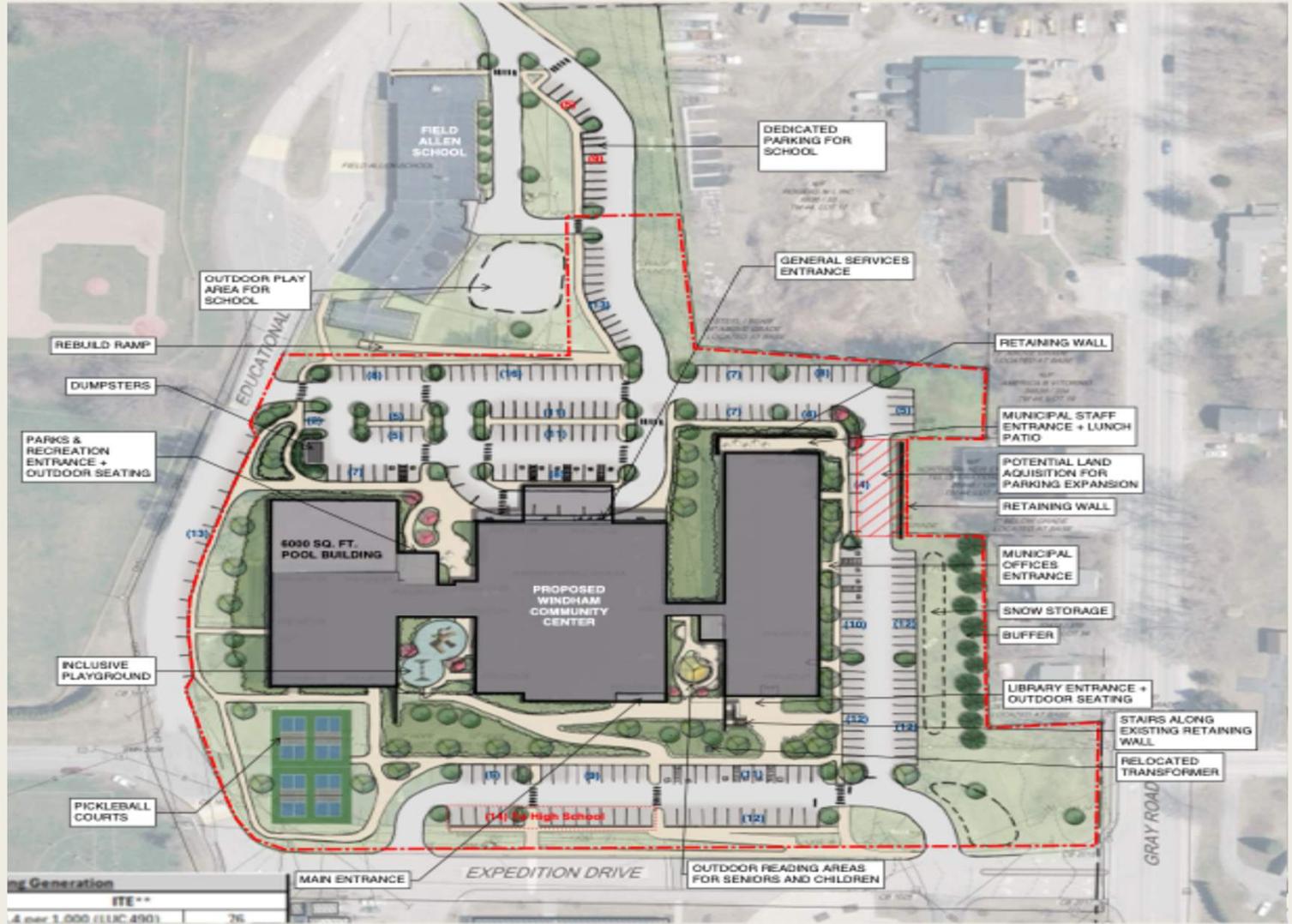
Exterior Design Options



TOP TWO
EXTERIOR
DESIGNS BY
COMMITTEE



Site Layout



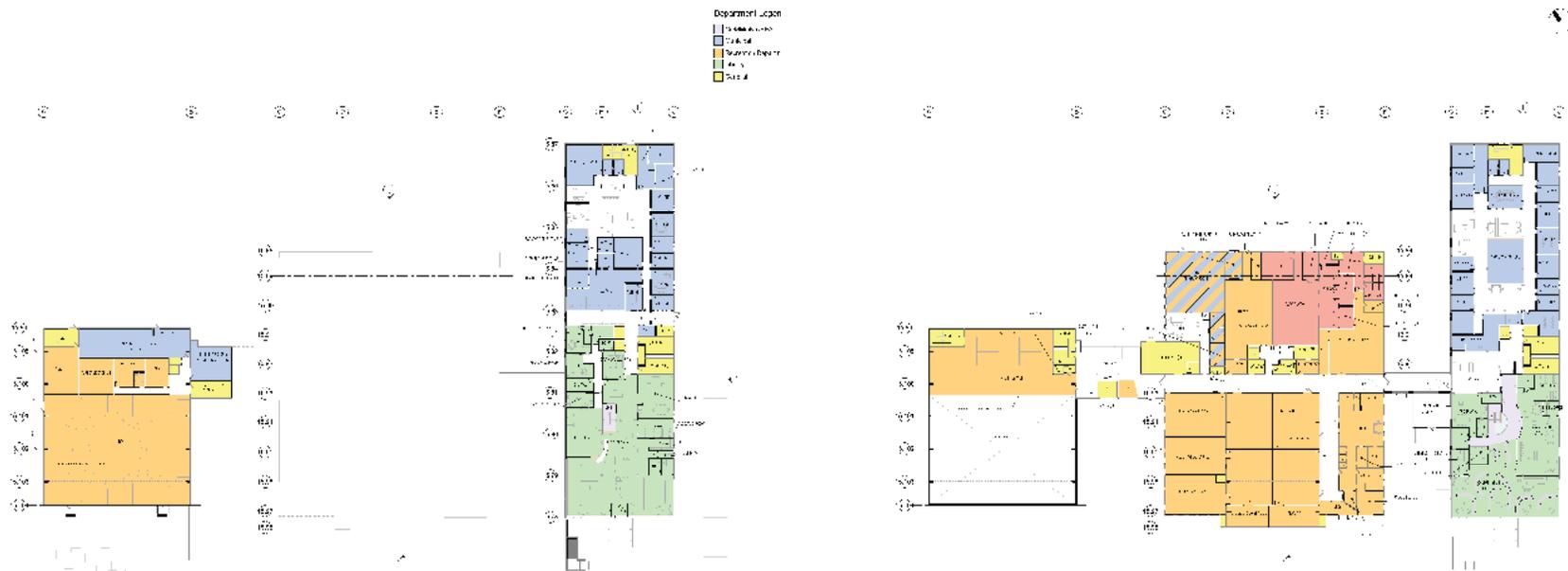
xterior Courts



Plan Layout for Various Functions

OVERALL PLAN - LOWER FLOOR

OVERALL PLAN - UPPER FLOOR



inivid
INTEGRATED
DESIGN

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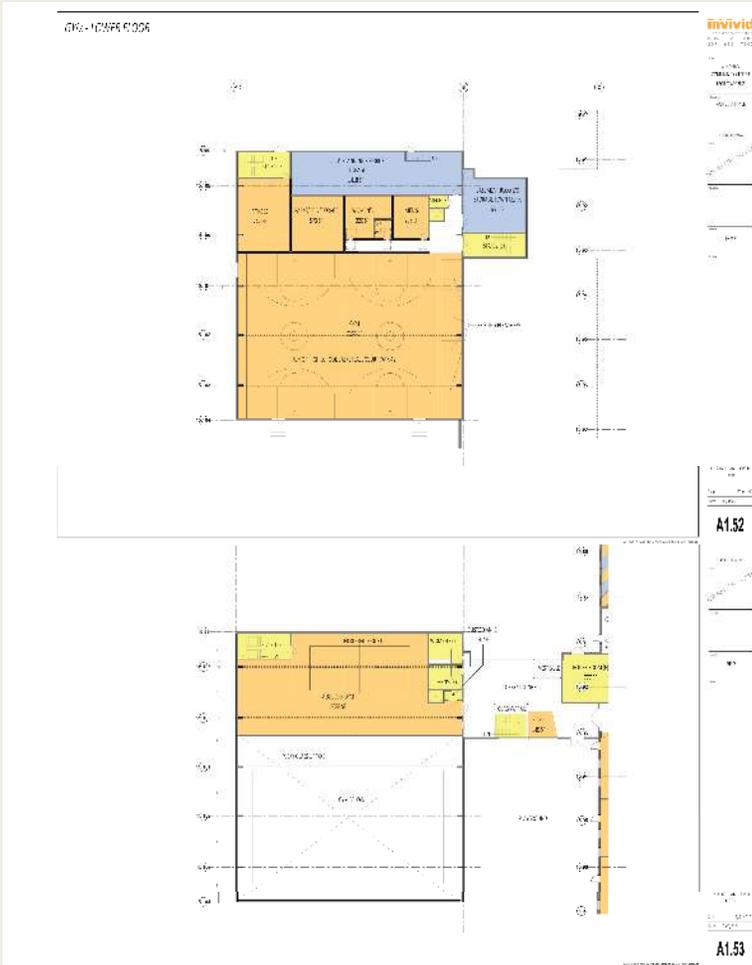
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Recreation

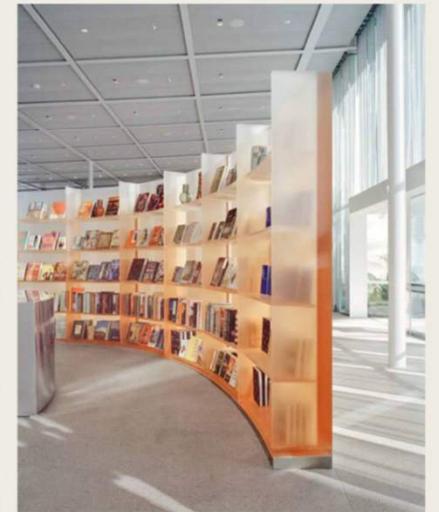


Library



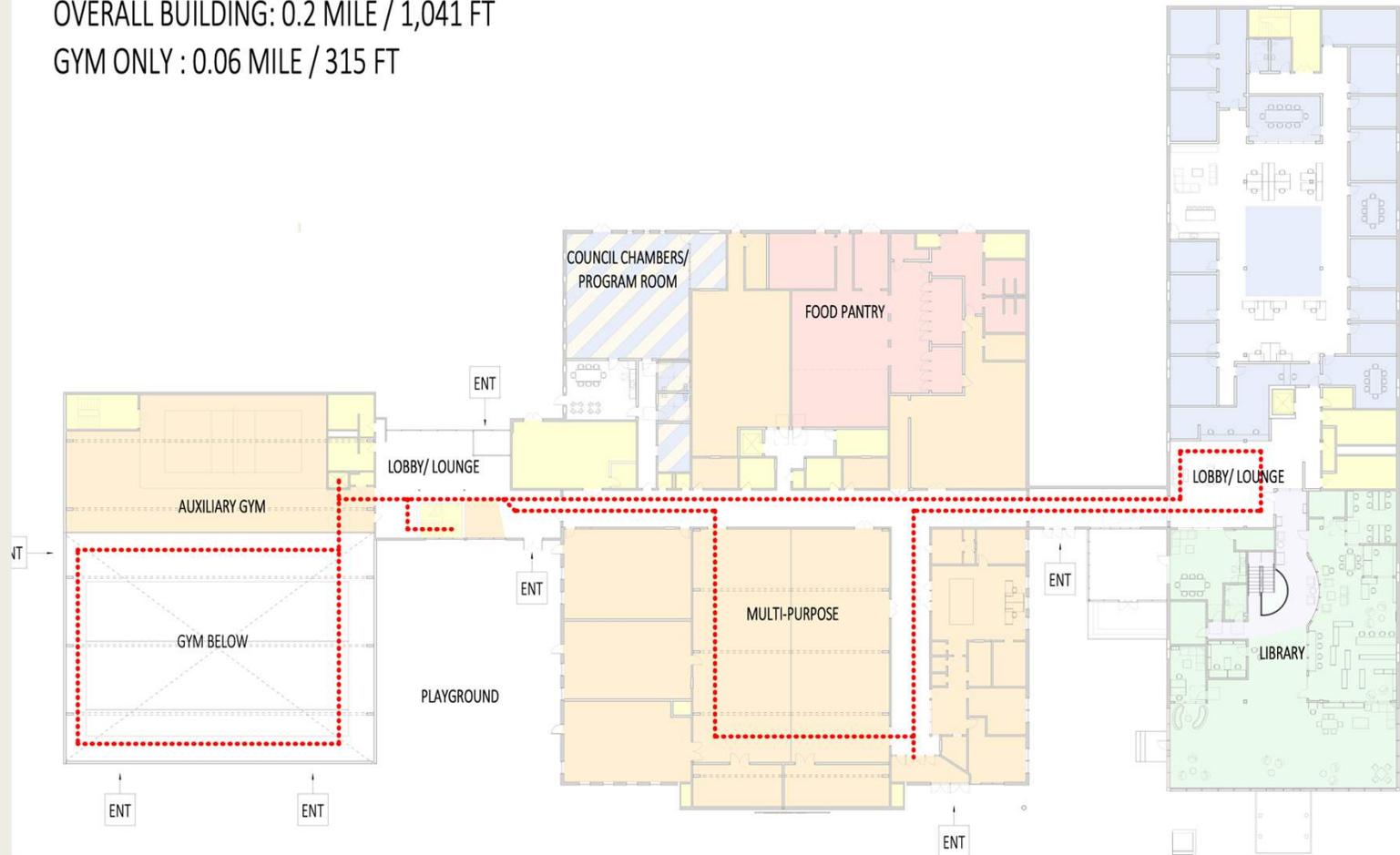
Interior Design Shelving

LIBRARY - REFERENCE IMAGES



Walking Path

OVERALL BUILDING: 0.2 MILE / 1,041 FT
GYM ONLY : 0.06 MILE / 315 FT



Utilities, Maintenance, Custodians & Supplies

| | Utilities | Contracted Services | Maintenance Staff | Custodian Staff | Maintenance Equip. Mat's | Total |
|-----------------------------------|-----------|---------------------|-------------------|-----------------|--------------------------|------------------|
| RSU | \$242,895 | \$68,323 | includes cleaning | \$391,655 | \$56,400 | \$759,273 |
| Current 3 Buildings | \$67,460 | \$42,503 | \$87,664 | \$356,750 | \$197,628 | \$752,005 |
| Estimated total cost Vs RSU costs | | | | | \$100,000 | \$652,005 |

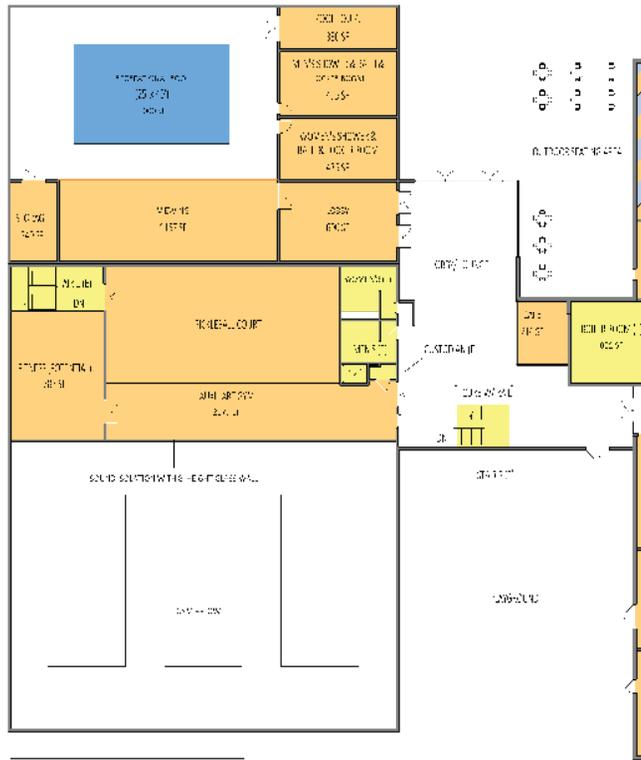
This chart shows the current expenditures by RSU and projected by Town. The projection indicates totals of expenditures for the Library, Town Hall and Social Services.

Swimming Pool options

- The discussions around swimming pool options provided two scenarios. The locations are different, one at the current library facility, and the second location adjacent to the Middle School Gym (separate building).
 1. *High School Competition pool (location to be Library, medical loan closet and potentially receiving corner storage lot from the RSU). Estimated construction cost is 7.7 million for the building and approx. 1.5 million on site work. Approximately 9.2 million.*
 2. *Children Pool (location would be next to the current middle school gym, parking would be inclusive to the whole facility). Estimated construction cost is 3.0 million for the building. Site would be within the current estimated 1.7 million for parking on that site.*

Pool layout Option

GYM - UPPER FLOOR
POOL OPTION



invid
ARCHITECTURAL
DESIGN & CONSTRUCTION

DOOR
GLASS DOOR
GLASS PARTITION
WINDOW
PARTITION
WALL
PARTITION
WALL

RECEPTION DESK
POOL FLOOR DR
POOL FLOOR

A1.54

Property Reuses

| Description | Possible Future Use | Sale of land |
|-----------------|---|-------------------------------|
| Town Hall | Senior Housing (40 - 50 units) | \$400,000 (guess-estimate) |
| Social Services | Senior Housing (12-16 units) | \$150,000 (guess-estimate) |
| Library | TBD Could be Future HS Pool or Senior Housing | TBD |
| | | |

Estimating cost of Building Improvements

| Description | Projected Cost | P & I 30 year bond | Projected Mil rate increase | \$ cost increase in taxes on average home of \$450,000 |
|--|----------------------------|-------------------------|--------------------------------|---|
| Recreation (sprinklers) | \$1,973,000 | \$133,662 | 0.03 | \$13.50 |
| Social Services | Included above | Included above | Included above | Included above |
| Site Work (parking, entrances, etc.) | \$1,700,000 | \$115,167 | 0.03 | \$13.50 |
| Library <i>(front expansion 20 feet, 2 Floors)</i> | \$3,000,000 \$1,500,000 | \$203,236 +\$101,618 | 0.05 .025 | \$22.50 \$11.00 |
| Town Hall <i>(includes carrying Utility expenses)</i> | \$3,630,000 | \$245,915 | 0.06 | \$27.00 |
| Pool (children) | \$3,000,000 | \$203,236 | 0.05 | \$22.50 |
| Total | \$13,303,000 | \$901,126 | 0.22 | \$99.00 |

\$77

Library front extension #3000=approx. 1.5mil or \$11, total square footage to #18,000

Community Center Funding Options

- Since all work could not be completed within one year, a 4-5-year phasing approach could be used.

| | Project Cost | P & I | Mil Rate | Impact on 450K tax bill | 5 year tax increase |
|--|----------------------------|------------------------|----------------|-------------------------|-----------------------------|
| Total= Rec, Town Hall, Library, Social Serv., Pool | \$13,303,000 | \$901,126 | 0.22 | \$99.00 | \$19.80/year |
| Projected sale of buildings Social Serv. + Town Hall | \$150,000 + \$400,000 | | | | |
| Net to be Funded | \$12,753,000 | | | | |
| Use Town Savings (Undesignated Fund) | \$2,000,000 or \$3,000,000 | | | | |
| Donations | TBD | | | | |
| Residual to Fund after (2mil reduction) | \$10,753,000 | \$728,464 | 0.18 | \$81.00 | \$16.20/year |
| Residual to Fund after (3mil reduction) | \$9,753,000 | \$660,719 | 0.16 | \$76.50 | \$15.30/year |
| No Pool (w 2mil or 3mil reduction) | \$7,753,000 \$6,753,000 | \$525,229 \$457,483 | 0.13 / 0.11 | \$58.50 \$49.50 | \$11.70/year \$9.90/year |

If Recreation, Town Hall, Social Services and Library are moved then there is no maintenance, cleaning increasing in budget.

Library at 18K = \$1.30 mil increase

Alternative Building Replacement Costs

| Description | Addition costs current sites | Raze building with new structure current sites | Proposed cost at (old-remodeled) Middle School |
|---|--|--|--|
| Library (15,000 sq ft) <i>At 18,000 square feet</i> | \$4,500,000 \$6,000,000 | \$9,000,000 \$13,000,000 | \$3,000,000 (Negates long term issues) \$4,500,000 |
| Social Services (3821 sq ft) | n/a | \$1,146,300 | Included below |
| Town Hall (15,000 sq ft) (not the whole building) | \$1,800,000 (Short Term Fixes) | n/a (+social services) | \$3,630,000 (Negates long term issues) |
| Recreation | | \$40,000,000 | \$3,673,000 (Negates long term issues) |
| Subtotal <i>With Larger Library</i> | \$6,300,000 \$7,800,000 | \$50,146,300 \$54,146,300 | See last slide. 8.2 or 9.2 |
| Pool (lessons and fitness pool) <i>High School Competition</i> | n/a | n/a | \$3,000,000 \$10,000,000 |

Timing of Vote and Bonding Implementation

- Voting - Vote in November 2026 Gubernatorial (2nd largest turnout of voters)
 - May. *Discussion on Project*
 - June. *Discussion on Project*
 - July. *Public Hearing on warrant article*
 - August. *Vote on warrant articles to be sent to Gubernatorial Election*
- Bonding Timing for phasing
 - **Recreation, GA and Sitework** *Use Undesignated Fund Balance for start then supplement with bond*
(Bond approval January 2027- budget (26/27) interest payment= 20%)
 - **Town Hall and Library** *(Bond approval in Jan. 2027, budget 27/28- payment=20%)*
 - **Pool** *(Bond approval in Jan. 2027, issued in January 2028- budget 28/29=30% then 29/30=30%)*
 - *Bond Payments structured to begin in; (2026/27 interest payment), 2027/2028, 2028/2029, 2029/2030*
 - *First payment in 2027(fall-interest) – Bonds can be layered as work is built out (Bonding agent to review timing)*

Committee Recommendations

- Committee recommend,
 - *Acquiring the old Middle School*
 - *Repurposing the School for a community center*
 - *Have agreed on potential design options*
(committee has not voted on these individual uses)
 - *Recreation,*
 - *Library*
 - *Town Hall*
 - *Social Services*
 - *Funding the project as economically as possible over 4 to 5 years*

Fund Raising and Donations

- Develop a Donor Naming Rights funding policy
- Identify and pursue private foundation grants
- Identify federal or state grants which may be applicable

Information Campaign

- Social Media
- Local Paper
- Public Hearing at Council meeting
- Flyer detailing the Project and Costs
- Other

Next Steps

STRUCTURE TABLE

WINDHAM CENTER ROAD



PROGRESS PRINT

NOT FOR CONSTRUCTION

| REV | BY | DATE | STATUS |
|-----|----|------|--------|
| | | | |
| | | | |
| | | | |

THIS PLAN SHALL NOT BE MODIFIED WITHOUT WRITTEN PERMISSION FROM SEBAGO TECHNICS, INC. ANY ALTERATIONS, AUTHORIZED OR OTHERWISE, SHALL BE AT THE USER'S SOLE RISK AND WITHOUT LIABILITY TO SEBAGO TECHNICS, INC.

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TECHNICS
SEBAGOTECHNICS.COM
75 John Roberts Rd. Suite 4A
South Portland, ME 04106
207-266-2100
South Portland, Bridgton, Sanford and Bath

SKETCH PLAN
OF:
WINDHAM COMMUNITY CENTER
408 GRAY ROAD
WINDHAM, ME
FOR:
GREAT FALLS CONSTRUCTION
20 MECHANIC STREET
GORHAM, ME

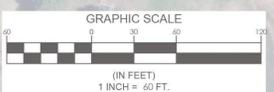
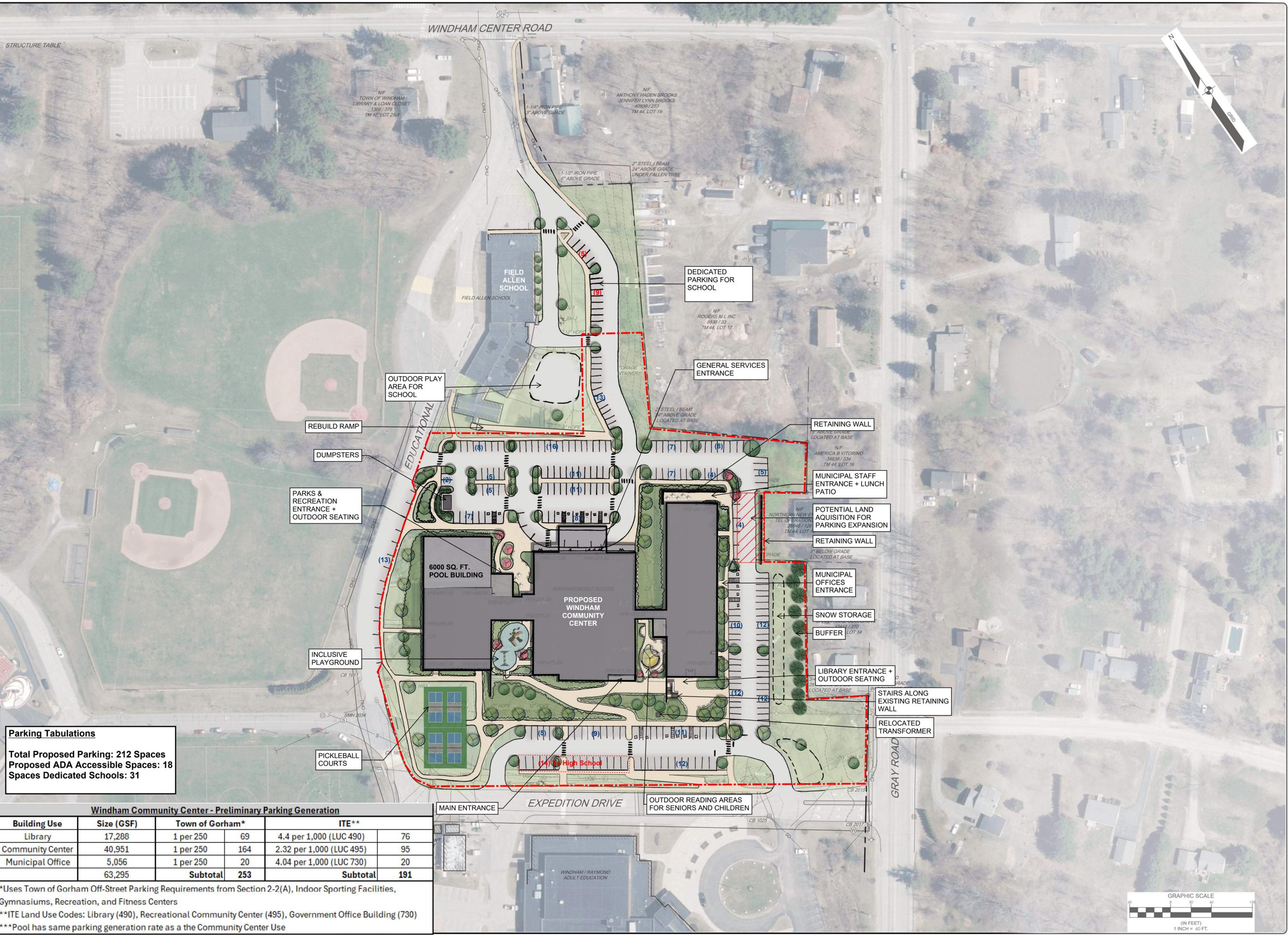
| | |
|----------|------------|
| DESIGNED | TFG |
| DRAWN | MRS |
| CHECKED | DLR |
| DATE | 02/06/2026 |
| SCALE | 1" = 60' |
| PROJECT | 250282 |

SHEET SK

Parking Tabulations
Total Proposed Parking: 212 Spaces
Proposed ADA Accessible Spaces: 18
Spaces Dedicated Schools: 31

| Windham Community Center - Preliminary Parking Generation | | | | |
|---|------------|-----------------|------------|--------------------------|
| Building Use | Size (GSF) | Town of Gorham* | ITE** | |
| Library | 17,288 | 1 per 250 | 69 | 4.4 per 1,000 (LUC 490) |
| Community Center | 40,951 | 1 per 250 | 164 | 2.32 per 1,000 (LUC 495) |
| Municipal Office | 5,056 | 1 per 250 | 20 | 4.04 per 1,000 (LUC 730) |
| | 63,295 | Subtotal | 253 | Subtotal |
| | | | | 191 |

*Uses Town of Gorham Off-Street Parking Requirements from Section 2-2(A), Indoor Sporting Facilities, Gymnasiums, Recreation, and Fitness Centers
**ITE Land Use Codes: Library (490), Recreational Community Center (495), Government Office Building (730)
***Pool has same parking generation rate as a the Community Center Use



TOWN OF
WINDHAM
MAINE
Community Center



Exterior design would be as Maintenance free as possible with multiple seating and function areas to enjoy

The Town of Windham has the opportunity to receive the current middle school in year 2027. The Middle School Advisory Committee was established in July of 2024 (members appointed in Nov./Dec. 2024) to review the opportunity to repurpose the current Middle School and present options to the Council. The Committee unanimously agreed to retain the property and to convert it to a one stop municipal center.

The Council after reviewing the recommendations decided to have a November 2026 Ballot for the voters on a Community Center and the inclusion of various municipal services.

This brochure represents what this community center would provide in the future.

The Town could convert this school into a multi-purpose building which includes; Recreation, Social Services (General Assistance, Food Pantry, Clothes and Medical Closets), Library and Town Hall offices, with the potential to add a fitness and swim lesson pool on the property. This consolidation would create a **one-stop approach to municipal services**, lowering short- and long-term building infrastructure costs within the Town.

Implementation of all Municipal Services could happen over a 5 year period limiting the tax impact to approximately \$20/yr on a \$450,000 home.



For detailed plans and meeting minutes visit:
<https://www.windhammaine.us/881/Community-Center>

Recreation and Social Services

The Current Town Hall building includes 2,488sq ft for Recreational Activities. The remodeled Middle School would include 30,847sq ft of operational/programming space (in Orange). This new space would include a multi-purpose gym with 4 indoor pickleball courts and 2 basketball courts. Additionally, the facility would include 3 outdoor pickleball courts, an indoor walking path, an auxiliary gym, a community cafeteria and numerous function rooms.

These rooms could be utilized for programming, functions or meeting space by both the Recreation Department or residents, vastly increasing Recreation programming opportunities and useable event spaces for private functions.



With the additional space The Parks And Recreation Department anticipates being able to add up to 47 new programs for both youth and seniors.

The current Social Services building represents 1,471sq ft The remodeled area (in Red) would provide 3,819sq ft for Social Services including the Food Pantry, Clothes and Medical Loan Closet.

Cost to renovate the designated Recreational and Social Services areas for usage is \$3,673,000. This includes all parking upgrades and a sprinkler system. This results in a tax increase of \$27 on a \$450,000 home. In contrast, renovating existing spaces would be vastly more expensive, and building a new Community Center and Social Services building would result in approximately a \$45 million dollar expense.

Front and side areas of the Library would provide exterior seating and reading spaces

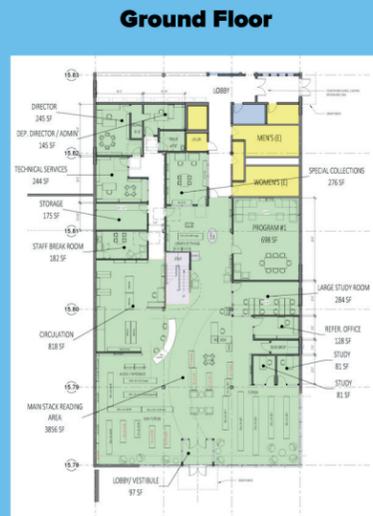
Library Services





With this renovation, the Library's sq ft (in green) would increase function space by **93%**. This additional space provides for new programming, additional book/art displays, learning opportunities, increased seating capacity, along with extra space for community functions.

The library would operate on two floors with designated areas for children, teens and adults providing ample space for programming, study and recreational reading.



The current Library building has nearly reached capacity. With the Community Center being a universal facility, the additional function space will also benefit municipal operations by providing residents with a one-stop shop experience.

The inclusion of this building would free up the current library to be added to the tax rolls, or could be used as a revenue generator for the Town.

Cost to renovate the designated library areas for usage is \$3,500,000. This results in a tax increase of \$22.50 for \$450,000 home. To replace or renovate the current library space to 15,000 sq ft would be \$10.9 million or \$4.5 million respectively.

Municipal Services

The inclusion of the Municipal services would stream line the delivery of services by creating a **one-stop shop** opportunity to our families, and businesses.

It would eliminate upgrades currently needed to the existing buildings, and provide an opportunity for current locations to be added to the tax rolls. Reuse is **TBD**, but could be senior housing or a revenue generator for the town.

The cost to renovate the space for the Municipal Offices would be \$3,630,000 or \$27.00 on the valuation of a \$450,000 home.

The current Municipal building does not have adequate space for growth. This consolidation of buildings optimizes usage, reduces short and long-term infrastructure costs, including savings on maintenance, and allows for future growth, providing a facility that can grow with Windham.



| Services | Projected Cost | P & I | Tax Increase on a \$450,000 Home |
|------------------------------|----------------------|-------------------|----------------------------------|
| Recreation & Social Services | \$ 3,673,333 | \$ 269,352 | \$ 27 |
| Library | \$ 3,000,000 | \$ 220,000 | \$ 23 |
| Town Hall | \$ 3,630,000 | \$ 266,200 | \$ 27 |
| Pool *Children | \$ 3,000,000 | \$ 220,000 | \$ 23 |
| Total | \$ 13,303,333 | \$ 975,551 | \$ 99 |

Implementation of all Municipal Services could happen over a 5 year period limiting the tax impact to approximately \$20/yr on a \$450,000 home.

Pool Option



The Pool would be a 25 x 40, which is ideal for swimming lessons, and fitness exercises. The smaller size accommodates numerous programming options for families and events and is less costly to build and maintain.

A Q&A Summary is available on our website.

The cost of the pool is \$3,000,000 and would increase the tax on a \$450,000 home by \$22.50. A High School Competition Pool would be approximately \$10,000,000+ and would not fit on this location.



The parking layout indicates changes needed to accommodate the multi-user approach. This layout will provide adequate parking and traffic flow for all these combined uses.

Final Thoughts

The consolidation of buildings and the improvements to the middle school building would result in limited budget adjustments for maintenance and cleaning. The effects on plowing are near zero. With fewer parking lots, the additional winter manpower could be utilized for roads instead of parking lots.

The Town can accommodate all these changes by balancing the renovations over 4 years, thusly providing a 5 year "window" on the budget to limit the increase to \$20.00 per year over 5 years on a \$450,000 home.

The Town would put this proposed project to the voters in November of 2026. The ballot question would be broken in to 5 segments. As each municipal property is vacated the Council, with public input, would decide the best usage for the community.

Please share this information with your family, friends and neighbors.

For further detail visit:
<https://www.windhammaine.us/881/Community-Center>

Windham Community Center Q & A

- **Why consolidate Town services to the middle school location?**

The old middle school provides a unique opportunity to address short falls in the current municipal buildings, each of which carries long-term replacement costs and short-term maintenance and repair costs. The one-stop concept lowers operational costs while providing easy access to all municipal services. For instance, a family could have one member at the library, one at a recreation event, a grandparent socializing with other seniors and a parent registering the car or transacting other business.

- **When will the old middle school become available and at what cost?**

The old middle school will become available during the second quarter of 2027 at a cost of \$1 to the Town.

- **What are the possible reuses of the various sections of the building?**

The old middle school has 80,000sq. ft. of available space. After reviewing various municipal functions, it was determined that a number of municipal services could be located at this site for a fraction of the cost of renovating or replacing current buildings. Those uses include Recreation, Municipal Services, Library, Social Services and a fitness/lessons Pool.

- **What happens to the existing municipal buildings if vacated?**

These buildings could either be sold for future development and placed on the tax rolls or used to generate revenue. Council would determine reuse with public input.

- **Can this project be done in phases?**

Yes, this project can be a phased construction project to minimize the cost impact to residents.

- **Does this facility have the capacity to incorporate future growth?**

Currently all of the municipal buildings involved in this review have no growth potential areas. Consolidation of services to this space would provide room for future growth and provide for the sharing of spaces for staff and public meetings and programming.

- **Will consolidating town services cost more than keeping services at the existing three buildings?**

The current expenses of the three buildings compared to the projected expenses of consolidating (based on current school expenses) will result in a near zero allocation. Manpower remains the same. There is a benefit for winter maintenance crews only having to plow one parking lot.

- **Will this consolidation provide space for additional programming and meeting areas?**

The additional spaces in each respective area (recreation, library, social services, town hall and pool) will all provide additional programming and meeting spaces. For instance, the recreation department expects being able to add an additional 47 programs over time.

- **Will the facility provide rental of space for private events?**

The remodeled facility will provide numerous opportunities for revenue generating and private event spaces.

- **Will there be adequate parking space?**

Based on current and projected usage we anticipate parking will be adequate.

- **What would the estimated tax impact be on the average home valuation in Windham?** (Based on the current average home value in Windham of \$450,000.)

To move all the proposed municipal functions into this space, the projected tax increase would be about \$100 dollars. If phased over 5 years, the yearly increase to consolidate would be about \$20 per year.

- **What is the total cost of the project?**

The total cost is \$13,800,000 and the breakdown is as follows:

- Recreation and Social Services \$3,630,000 (includes parking and sprinkler system improvements);
- Library Services is \$3,630,000;
- Town Hall is \$3,630,000; and
- Constructing a new pool is \$3,000,000.